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THE MANY LIVES OF NORTH CAROLINA WOMEN

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Cover
by
GEORGE BIRELINE

THE REPORT OF THE

GOVERNOR'S COMMISSION

ON

THE STATUS OF WOMEN

NORTH CAROLINA
1964

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Introduction

Why should the status of women be a subject for study by a governor's commission?

On every side there is evidence of an intensified awareness of woman's position in the modern world. The general upheaval caused by rapid social change is upsetting traditional images of space, time, family life, work, and—inevitably—the relationship between men and women. Some of the changes have already affected the way women spend their time, the amount of education they want or should have, the responsibilities they want or should shoulder. Are the new ways better than the old, or are they dangerous? Where are we heading?

It is the American belief that social change can be influenced by thought and planning. As a people we constantly analyze our behavior and our society in an attempt to shape the direction of change. This belief is reflected in the state, national, and international commissions on the status of women, of which the North Carolina Governor's Commission is one.

Charged by the Governor with the responsibility for fact-finding and recommendation with respect to the status of women in North Carolina, the Commission began from the assumption that before the citizens of the state can decide where to go it is necessary to know where we are.

Of the nation's 91,000,000 women, well over 2,000,000 live in North Carolina. They cover a wide range of occupations and income levels; they offer considerable diversity in educational background and personality. In discussing "North Carolina women" it is necessary to specify which women, what they are doing, where they are living. Of necessity this Report speaks in averages and categories, but the Commission is aware that these groupings are composed of human beings, each of whom is, in some way, unique.

North Carolina women have shared the changes which have come over the lives of American women in the past century. Health and life expectancy have improved dramatically in the memory of those now living. Fewer years are devoted to child rearing; technology has reduced the physical labor of keeping a house. Since 1940 women have outnumbered men in the population, especially in urban areas. One reason for this is that, on the average, women live longer than men. Women's legal status, which was seriously restrictive, has improved to the point that no important discrimination against women is now written into North Carolina law.

The right of any woman to earn a living is now assumed, and in this state as elsewhere nearly a third of the women over 14 are in the labor force.

Despite the increasing number of women at work, seven tenths of all women in the state over 14 are married. Among white women 18 per cent are single, 69 per cent married, and 13 per cent widowed or divorced. Among Negro women 28 per cent are single and 57 per cent married; only 2 per cent are widowed or divorced. North Carolina women have a somewhat higher rate of staying married and keeping their husbands alive than women in the United States as a whole.

The decline in the birth rate and the great improvement in infant mortality rates have wrought a basic change in the pattern of women's lives. In spite of the fact that North Carolina has higher infant and maternal mortality rates than the nation as a whole (especially among Negro women), women in the mid-1960's have at their disposal a priceless gift of time and energy.

Educational opportunity for North Carolina women has improved remarkably, with the result that a higher proportion of women than men have finished high school and had some time in college. This is true of both white and Negro women.

Much of what we have labeled "change" can also be labeled "progress." In the nature of things, however, many institutional patterns lag behind the realities of present-day life. For example, many women are at work, but many more are trained and not working because of inflexible hours in industry, business, and government. For example, many women who have been to school lack specific training which would enable them to make the best use of their time and talents. Many women are heads of families and work to support those families, but suffer from inadequate child-care facilities, from job discrimination, wage discrimination, lack of knowledge of openings, or lack of vocational guidance.

In addition to describing what has already happened, therefore, we try here to foresee the directions in which women will or should move in the ensuing decades. We also suggest changes which may be brought about for the benefit of the women of North Carolina and, through them, the citizens of our state.

In the ensuing chapters this Report will discuss successively: women at work, women at school, women and politics, women at home and in the community, women as volunteers, special problems of women of minority groups, women under the law—all specifically in terms of North Carolina.

It will quickly be seen that these chapters vary in nature; but in a larger view all are variations on a single theme—the role and status of North Carolina women today—though some are more technical than others and some lead to more specific conclusions than others.

A Report such as this justifies its existence only if it gives rise to ideas and conclusions that lead to useful and constructive action. The Commission has, therefore, tried wherever possible to direct recommendations to some group or agency, private or public, which is capable of carrying them out. If these recommendations are to lead to action, there will need to be

wide public understanding of the reasoning behind them. The Commission hopes that this Report will be read and discussed in women's groups of all kinds—from neighborhood coffees to missionary societies—and that there will be widespread interest in efforts to bring about constructive social change.

If we had one wish, it would be that North Carolina women could point the way to a permanent end to the battle of the sexes and be the pioneers in finding ways and means in which men and women can work together to promote the kind of community and family life which alone justifies a nation's existence.

I.

Women at Work

Summary

In reviewing the status of women at work, the Commission found some problems which are specific to women's employment and others which are basic to North Carolina's total economy. Both deserve attention. The Commission's studies of the employment of women in North Carolina are a beginning point for further analysis. Our study shows that women are continuing to enter the labor force in large numbers. There is no sign that this trend will change in the near future. The question of whether women should *work or not, therefore, becomes irrelevant. They* are *working. The questions under consideration here are questions of conditions under which women work, the effects of the increasing employment of women upon the life of the society, and the steps necessary to promote the larger goals of the community.*

Many generalizations about women and employment need re-examination. The conditions of women's lives are changing more rapidly than patterns of work. The effort to adjust patterns of life and work to the changing conditions needs to be undertaken by women themselves, by employers, by the state and federal governments, and by families in which wives and daughters are, or want to be, part of the labor force.

The employment of women often generates discussion—some of it disapproving. It is sometimes charged that women who don't need jobs take them from men who do; that women's personality quirks make them less satisfactory employees than men; that, in taking jobs, married women (especially mothers) neglect their family responsibilities out of a desire for money and status. Sometimes these allegations are made seriously, sometimes in jest. In any case, they call for an examination of the employment status of women.

The subject of women at work touches on the economy, education, the family, and men at work. Men have traditionally "supported the family," and it is usually taken for granted that most men will earn money for a major portion of their adult lives. Women's work traditionally has been more limited to the family. Many people, even today, assume that most women will be in paid employment only during the period between the end of their schooling and the beginning of marriage or child rearing. The traditional views no longer hold because the family and the occupational world are changing in ways affecting the work of both men and women.

Women at work in North Carolina: who are they?

The 1960 Census shows that in North Carolina, as in the nation, the number and proportion of women workers have *increased steadily since 1940.* Between 1940 and 1960 the number of employed persons in North Carolina rose 33 per cent, while the number of employed women increased more than 80 per cent. There were over 600,000 women workers in 1960—37 per cent of all females 14 years of age and over, constituting 34 per cent of the state's labor force.

The midpoint in age (median age) of women workers also has risen. In 1940 it was 30 years of age, in 1960, 38. Nearly half of all women 35 to 44 years of age are in the labor force, and 42 per cent of those between 45 and 64 are at work. While the employment of women has increased in every age group, the greatest advance occurred among those 45 to 54 years of age, a substantial number of whom entered the labor force during World War II. About one third of all single women and about 40 per cent of all others are in the labor force. Sixty-three per cent of all women workers are married.

Women work for a variety of reasons. Most of the 224,000 employed women who are single, widowed, separated, or divorced work for self-support. Many have dependents. In 1960, 120,190 North Carolina women were heads of families. Twenty per cent of the working women (120,919) had children under 6; of this group, 13 per cent (15,952) were living apart from their husbands.

Others work to supplement family income. Two fifths (over 376,000) of the state's married women living with their husbands are in the labor force. Family income levels suggest the economic pressures to work. In 1959, one third of the male workers and more than one half of the female workers had incomes below $2,000. More than one third of North Carolina's families (many with more than one breadwinner) had incomes below $3,000.

What do they do? How much do they earn?

North Carolina's occupational distribution for both men and women is heavily weighted with blue-collar employment—operative and service occupations, farm and other labor. In the United States 39 per cent of em-

ployed females are in blue-collar jobs; in North Carolina 68 per cent—47 per cent of white and 81 per cent of nonwhite females—are in blue-collar work. While 54 per cent of the nation's employed women are in white-collar occupations, in North Carolina these represent only 46 per cent of white and not quite 12 per cent of nonwhite women. The proportion of North Carolina's white women who are blue-collar workers in mills and factories is more than double the national average. Sixty per cent of North Carolina's nonwhite women are in service occupations, with domestic service alone accounting for 44 per cent. The national figure is 20 per cent.

Women are concentrated in different occupations from those of men. In the white-collar fields, proportionately more women are in professional and clerical occupations, proportionately more men in proprietor and managerial posts. In blue-collar work, women are more likely to be service workers, while men are more likely to be craftsmen and foremen or laborers. Even among operative and kindred workers, there tend to be traditional distinctions between "men's jobs" and "women's jobs." Seldom, therefore, are large numbers of men and women in direct competition for jobs. As is true for the nation as a whole, unemployment is proportionately greater in the blue-collar occupations—especially among operatives and laborers, and the relative amount of unemployment is much greater for women than for men. A similar situation is found among unskilled laborers where the proportion of unemployed females is greater relative to females' employment. Thus, in unskilled and semiskilled occupations where men and women are somewhat more likely to compete for jobs, men prevail in the competition.

Comparative Earnings of North Carolina Men and Women in Selected Occupations

Occupational Categories	1959 Median Earnings	
	Females	Males
Professional, technical, and kindred workers	$3,425	$5,374*
Managers, proprietors, officials	2,521	
Farmers and farm managers	696	1,249
Craftsmen, foremen, and kindred workers	2,380	3,587
Operatives and kindred workers	2,207	2,888
Laborers, except farm and mine	1,232	1,740
Farm laborers, except unpaid, and farm foremen	527	616

* Separate breakdown of these two categories for males was not published.

What about earnings? At each occupational level in this state women earn less than men. Differences in income should be expected, of course, because of the differences in occupation. Yet in the operative category where there are large numbers of both men and women, the median earnings of female workers is $680 a year less than those of men, as the table above shows. Since women in North Carolina have more years of education than men, lack of schooling cannot be the cause of women's consistently lower earnings. Perhaps the disparity can be attributed to

(1) greater likelihood of working part-time or not working overtime, (2) greater likelihood of being laid off when there is a reduction in jobs, or (3) less seniority than men. There is also a possibility that they receive lower pay than men for work requiring equal responsibility and skill. Still another possibility is variation in the industries in which men and women are employed.

The largest proportion of North Carolina's employed women are in the manufacturing and services industries. North Carolina's manufacturing is concentrated in nondurable goods where the earnings and skill levels are comparatively low. Of all women employed in manufacturing, 59 per cent are in textile mill products and 15 per cent are in apparel and other needle trades, where the 1962 average weekly earnings in employment covered by the North Carolina Employment Security Law were $68.22 and $52.73, respectively. (The average covers earnings of all employees, including executives.) Only 2.5 per cent of women employed in manufacturing are in machinery manufacturing where the 1962 average weekly earnings were from $87.58 to $98.29. Similarly, almost 90 per cent of the women employed in service industries are in personal service (e.g., beauty parlors, dry cleaners) where average weekly earnings were $48.25, rather than in business service (e.g., data-processing) where average weekly earnings were $78.53. Our concern here is the basic income level necessary for health and decency. The North Carolina Fund has set $3,000 annual income as the level below which families in this state generally can be considered as living in poverty. In 1959, incomes of more than one third of the families in North Carolina fell below $3,000.

A substantial amount of employment in the state is exempt from the North Carolina Employment Security Law (about 25 per cent of non-agricultural employment), from the North Carolina Minimum Wage Law, and from the Federal Fair Labor Standards Act. Many employees—male and female—therefore, have no wage floor nor any security in case of unemployment. At North Carolina's minimum wage of 85 cents an hour, an employee working 40 hours a week, 52 weeks of the year, has earnings of $1,768. At least 185,000 of North Carolina's working women lack minimum wage protection.

Compared not only to the nation but also to most of the South, North Carolina has a deficiency in white-collar and skilled blue-collar jobs. Agricultural employment is high and heavily concentrated in tobacco and cotton, areas in which employment will continue to decline. Manufacturing workers—both male and female—are primarily in nondurable goods where job displacement due to automation is expected. Large proportions of North Carolina's men and women workers are in jobs which pay low wages and offer little security for the future.

The data fail to show that "women who don't need jobs are taking them from men who do." On the contrary, they show that the majority of women workers are in relatively low-skilled, low-paying jobs working for self-support or to supplement an inadequate family income. It is less a case of "women competing with men" for jobs than of "married couples com-

peting with other married couples" for pairs of jobs which together will yield a minimum income.

On the professional level, the two professions largely staffed by women —school teaching and nursing—are notoriously underpaid.

Do men and women have equal opportunities in employment?

If a man and a woman apply for a job and the man's qualifications are superior to the woman's, he should be offered the job. But what if their qualifications are equal? Some say that the man should be given preference, for he has a wife and children to support. Accepting the priority of the married man, there are still 1,047,000 North Carolinians 14 years of age and over (482,000 males and 547,000 females) who are single, separated, widowed, or divorced, who should have equal opportunity to be employed on the basis of their qualifications.

Employers express reluctance to hire and promote women because they are likely to leave in order to marry, move to new locations with their husbands, or take up full-time domesticity. What is the evidence? A recent study of the Federal Civil Service found that women under 35 had higher "quit" rates than men, but that there was no difference from age 35 on. Studies of private employment similarly show high turnover rates among young women. Since the median age of women workers in North Carolina now is 38, the assumption that women generally are more likely than men to quit their jobs might be questioned.

To secure an indication of the status of women in public employment, a committee of the Commission in May, 1964, sent a questionnaire to the heads of North Carolina's state administrative agencies, local ESC (Employment Security Commission) offices, county health departments, and county welfare departments. Among the questions was a series asking for (1) the number of male and female employees in various salary brackets, and (2) the number of male and female employees in various salary, age, and length of service brackets who had terminated employment in that office since July, 1962. The four types of agencies differ from one another in the proportion of women employed, the distribution of men and women in varying salary brackets, and the turnover rates of men and women. The proportion of female employees is one third in the state's administrative agencies, two fifths in local ESC offices, two thirds in county health departments, and three fourths in county welfare departments. In the state's administrative offices, 30 per cent of the men compared to 50 per cent of the women earn less than $5,000, while a third of the men but only an eighth of the women earn $7,500 or more. This distribution probably reflects a predominance of men in administrative and managerial posts, a predominance of women in secretarial and clerical positions. In local ESC offices, while the number of male employees is about one and a half times the number of female employees, the proportion of men and women in the different salary brackets is very similar. In county health departments many more women than men are employed, but women are concentrated in the lower salary levels, 79 per cent of them as compared to 37 per cent of

the men earning less than $5,000 annually. In county welfare departments more than three times as many women as men are employed, but their salary distributions are virtually identical.

The Employment Security Commission, county health departments, and county welfare departments all participate in the North Carolina Merit System Council which provides for employment solely on qualifications of education and experience. Disparity between the salary distribution of males and females in county health departments may be due to larger proportions of men in the higher paying professional positions (e.g., physician, dentist) and larger proportions of women in the lower paying professional and technical positions (e.g., laboratory technician, nurse, nutritionist, sanitarian). Most of the state's administrative agencies are not under the Merit System Council. The State Personnel Department does not classify employees by sex, so there is no direct way of comparing men's and women's salaries and promotion records.

Most terminations occurred among employees who were under 35 years of age, with fewer than 3 years of service in the agency, and with salaries below $5,000. In the state's administrative agencies and local ESC offices, the turnover rate for female employees earning less than $5,000 was greater than the rate for male employees in the same salary category. In county health departments, males and females in this category had equal turnover rates. *In county welfare departments, the turnover of men employees at all levels was equal to or greater than that of women. In all agencies, the turnover rates in higher salary categories were less for women than for men.* County health departments had greatest turnover among men earning $7,500 or more—indicative, perhaps, of better opportunities for male professionals in private employment.

To summarize, turnover varies with age, income, length of service, and type of agency. Workers of both sexes appear most likely to quit when they have little stake in the agency—in the form of earning power, seniority, commitment to the work itself—or when alternative employment offers more rewards. This may or may not be typical of private employment situations. The subject merits further study, but the information on hand suggests that allegations with respect to high rates of turnover among women may be more a rationalization than a valid justification for failing to hire or promote them.

There is some evidence to support employers who refuse to hire young women for positions requiring extensive on-the-job training on grounds that their training investment may be lost. On the other hand, the absence of an interesting future in the firm may itself encourage women to resign. In any case, there are many positions which do not require much on-the-job training. It would help both employer and prospective employee if jobs which require a large training investment were distinguished from those which do not, so that applicants' ability to continue employment after training could be a specific qualification for the former but not the latter. Such an explicit distinction might help overcome the tendency to confuse a "training investment" criterion with a sex criterion.

Attitudes

The number of women employed, their ages and family status, their occupations and earnings, the number of years they have been employed, all help describe the status of women in employment. Also important—but much more difficult to measure—are men's and women's attitudes about women at work. Do both actually object to women supervisors? Do women feel they have a chance to get ahead? What is important to women on the job? Are they good workers?

Attitudes are complex, and studies are almost inevitably oversimplified and incomplete. Recognizing this, and the additional fact that we did not have resources for studying a representative sample of employed women and their supervisors, we will refer, in the discussion which follows, to returns from three questionnaires completed between April and June, 1964, by 377 women machine operators in the textile industry, 277 members of the North Carolina Business and Professional Women's Clubs, and 259 heads or personnel directors (77 per cent male) of state and county public agencies.

Though containing many of the same items, the questionnaires differed from each other in content and means of administration. Because of these variations, caution precludes direct comparison or generalization about "all" women operatives in the textile industry or "all" business and professional women. The data are presented *not* as answers but as a stimulus to further questions, thought, and discussion.

The preference for male supervisors—myth or reality?

Frequently it is alleged that women are not promoted to supervisory positions because both men and women object to being supervised by women. The Federal Civil Service study found that over two thirds of the men questioned said that men are better supervisors than women. The majority of women indicated no difference in the supervisory performance of men and women. For both men and women, experience under a woman supervisor reduced the preference for male supervision and increased the likelihood of their answering "no difference."

Preference for male supervisors showed up on the questionnaire as considerably greater among men than among women. The extent varies with the occupation of those answering the question, acceptance of women as immediate superiors occurring more frequently among those who have had experience under a woman supervisor. The data also suggest that there may be greater willingness in public employment than in private employment to accept women supervisors.

Is there room at the top?

Women workers were asked, "In your present job, how do your chances for advancement compare with the chances of equally qualified men?" In

each of four categories (machine operatives; clerical, sales and stenographic; manager, administrator and proprietor; technical and professional), women workers view their chance for advancement in responsibility as substantially greater than their chance for advancement in rank, salary, or authority. Colloquially, "Men make the decisions, get the glory and the pay; we do the work." The perceived disparities are most frequently voiced by sales and secretarial personnel, least often among professional and technical personnel.

Sometimes it is said that women don't want promotions, that they prefer routine work, and that they often turn down promotions even when offered. If this is the case (it is not certain that it is), the explanation may be that women are skeptical of being granted authority and salary commensurate with the increase in responsibility.

What is important on the job?

While a great many women work from economic necessity, some jobs also bring nonmaterial satisfactions. The extent to which women are "pushed" by the need for income or "pulled" by other rewards of employment varies with the individual, and quite markedly by occupation. Depending on the occupational category, the content of work may be similar from job to job or it may vary greatly. Studies of attitudes among male workers show that blue-collar workers are likely to assess the job in terms of how much it pays and how permanent it is. The better paying and more skilled the work, the more likely it is that attention will shift to the content of the job—how interesting it is, how great a sense of accomplishment it affords.

Questionnaires directed to employed women included a list of factors which might measure degree of satisfaction with the job. Women were asked to rate each factor according to whether it was "most important," "of intermediate importance," or "least important." The factor which received the highest number of votes as "most important" among machine operators was "the salary received for the work." The second highest number of votes was given by both machine operators and secretarial workers to "the steadiness and permanence of the work." The highest number of votes among secretarial, managerial, and technical-professional workers was given to "the work itself is interesting."

There are different standards as to what constitutes an acceptable wage or salary and interesting, useful work. However, if the women who answered the questionnaires accurately selected the factors most important in determining their satisfaction with employment, we would expect proportionately more of the dissatisfied machine operators to be discontented because of low-paid, irregular work and proportionately more of the dissatisfied white-collar workers to be unhappy because of boredom or the belief that their work is not particularly needed or valuable. This seems generally to be the case.

Men and women on the job

One questionnaire completed by a group of public administrators tried to find out how men and women view each other at work. We know that more men than women are managers and administrators and that they generally get higher salaries than women in the same occupation. We know that some traits that make up administrative skill—getting people to work together, coordinating activities, inspiring confidence and loyalty—are thought by women to be characteristic of women, just as they are thought by men to be characteristic of men. Both the men and the women who answered the questionnaire indicated that men were more likely than women to be good at administration, to be given the most challenging jobs, and to have opportunities to advance. They indicated, also, that men are ambitious. Is there a reason for these traits to cluster together? Are there cause-and-effect relationships among them? Are men given administrative posts because they are good at administration, or do they learn to become good administrators by having experience in administrative posts? Are men given the opportunity to advance because they are ambitious, or are they ambitious because they have an opportunity to advance?

More women than men are clerks, secretaries, teachers, social workers, and medical assistants; they generally get lower salaries than men in the same occupations. Both men and women indicated that women were more likely than men to be good at detailed work, to be accurate and precise, to maintain high standards of performance, and to be good at teaching others. Are these traits "natural" to women, or do they acquire them by being in occupations which require and reward such characteristics? Women as well as men agreed that whereas men have opportunities to advance and are given the most challenging jobs, women are assigned routine tasks. They indicate that women prefer routine work. Is that the *cause* of their being assigned routine work, or is it the *effect* (you may as well like what you have to do)? What accounts for the apparent contradiction between the notion that women are dependent and routine-loving and the belief that they are hard to get along with and unpredictable?

Almost everyone, on some occasion, must decide how to apportion his energies among family, community, and occupational activities. Almost everyone, at some time, must decide whether to accomplish his own work or help others to do theirs, uphold patterns established by predecessors or initiate something new, accept an unsatisfactory situation, or fight to change it. For a woman, these decisions often become tangled up with her image of femininity—of what women "ought" to do. Because of changes in the economy and the family, it has become increasingly common for women to work, increasingly necessary that they develop occupational skills, and increasingly desirable that they use their skills fully. Inevitably, these developments call for non-traditional behavior. Attitudes and practices regarding women's employment have often lagged behind the realities, and perhaps as much of the lag is within women themselves as elsewhere. It may be that an unresolved conflict as to their proper role in the family and

in the occupational world accounts for the insecurity, unpredictability, and time-wasting which are attributed to women.

To agree that such an unresolved conflict is understandable is not to justify its expression in forms which are wasteful and destructive, however. Men and women, employees and employers, supervisors and subordinates might give serious thought to questions such as the following.

What about disparities between women's job performance and their rewards? If they do good work and lots of it, why should they not be paid for it? If women typically are poorly paid and given routine work, they may be angered, but they may also increasingly doubt their own abilities. They may be bored yet fearful that they haven't the ability to do more interesting work.

What of the women who aspire to achieve? Some submerge their aspirations or channel them into dedication to domesticity or organizations. They may work without recognition and get satisfaction from a sense of sacrifice. Other women may recognize and act on their wish to achieve, but they worry about whether they should, and they encounter jealousy from women who have relinquished achievement or received less recognition.

Men, more often in supervisory and administrative positions than women, are sometimes prejudiced against women. Women, more often in subordinate positions, nevertheless admire men. Sometimes there is tension between women's liking for men and a need to assert themselves against them. Under the circumstances, it may be easier for women to get consideration from their superiors by overdependence than by independence. Independence is based on self-confidence and freedom to act—neither of which exists in this case.

By assigning women to stereotyped jobs, failing to reward them on an equal basis with their male peers, giving responsibility without authority, cutting off avenues to achievement, acting on prejudice, employers may help create the very characteristics they criticize. By passively accepting such a situation, women may prolong it.

In addition to on-the-job problems, women frequently experience conflict between home roles and work roles. The woman who would prefer to stay home and is working of economic necessity doesn't want to work and is eager to get home. The woman who enjoys working but has husband and young children, has both the practical problem of child care while she is at work and the ideological problem of whether it is right for her to enjoy her job as much as her family.

It seems likely that many, perhaps most, married men have mixed feelings about their wives working outside their homes. On the one hand, they are concerned when there are children or older members of the family needing care. When their wives' jobs are physically and mentally demanding, there may be fear that no energy will be left for family and home life and the physical needs of the husband. On the other hand, when women enjoy their jobs, husbands often find them more interesting companions as a result of the outside stimulation; and the extra income may be welcome. The

wife who both wants and needs to work may encounter no conflicts but may be burdened by the demands on her energies of having both a full-time family role and a full-time occupational role.

Because it is not part of the traditional image for women to be employed a large portion of their lives, many who work are ill-prepared in attitude and skill. Often they are in jobs which are inappropriate to their interests and abilities because they did not give serious consideration to occupational choice. They may think of their employment as temporary and never make any genuine commitment to work.

This is not to suggest that most women are in psychological conflict over employment—only that such conflict is more likely for women than men because of differences in women's expectations and opportunities. People usually find it difficult to stay in situations which generate insecurity and conflict. The long rest periods and absences said to be characteristic of women workers may be signs of laziness and poor discipline; they also may be symptoms of tension. Unpredictability may be a consequence of their failure to choose among incompatible objectives. Women owe it to themselves, their families, and their work to identify sources of conflict or insecurity and come to terms with them by making choices, establishing priorities, or changing the situation. Since "the situation" frequently is influenced by supervisors and male workers, it might prove useful for them to join in the analysis of present work patterns with the aim of developing more productive and mutually satisfactory relationships on the job. Once established, social patterns become self-perpetuating and resistant to change. Just as women must take responsibility for their attitudes and performance on the job, so employers and supervisors must take responsibility for using women's work capabilities efficiently and with justice.

Women workers and family roles

If we assume that women's family responsibilities should take precedence over their employment responsibilities, we should look carefully at the points where family and employment are incompatible or tend to place severe pressures on one another. Earlier we mentioned employers' reluctance to invest in the training of young women who they feel are likely to leave their employment in a short time for marriage or for another location. It was suggested that this difficulty might be resolved by making a clear distinction between jobs which do and do not require extensive on-the-job training and employing for the former only men and women who are likely to stay with the firm long enough for it to make good on its investment.

We suggest further, that the current shortage of technical and professional workers could be alleviated if employers would exercise ingenuity in setting up part-time jobs open to trained women who are carrying household and family responsibilities. Pairs of workers could be placed in single positions and made accountable for carrying the work as a joint responsibility. Such a plan already is working satisfactorily in some hospitals where

pairs of interns, pairs of nurses, pairs of laboratory technicians together carry a full-time job.

Often women have lessening family responsibilities which do not warrant total involvement in domesticity, but do prevent a nine to five job. One answer, part-time employment, has been examined in the Midtown Manhattan Study made of 1,660 men and women. In *Life Stress and Mental Health,* Langner and Michael make the point that:

> Working mothers are sometimes considered to be the equivalent of a "semi-broken home" for the child. In both the low and high SES (Socio-Economic Level), children exhibit the best mental health if their mother worked part time rather than full time or not at all. Far from creating a "semibroken home," the part-time working mother seems to have healthier children. In the low and middle SES, part-time working mothers of children under eighteen are themselves in better mental health than mothers who work full time or not at all.

The median age of workers is rising. The extensive schooling required for many skilled jobs is tending to raise the age level at which persons enter the labor force, but employers often are hesitant about hiring middle-aged workers. Women who devoted full time to child-rearing during young adulthood necessarily enter or return to the labor force at ages higher than are typical for men. At age 35 the average woman has 42 more years to live. Many such women are stable, experienced in home responsibilities, and highly motivated to work.

Growing demands for trained personnel

To assist vocational training and employment personnel in planning for the future, the North Carolina Employment Security Commission's research division has conducted three studies of anticipated needs for trained personnel in selected occupations. The difference between total number of anticipated positions in an occupation and the number to be filled by persons receiving on-the-job training is the "net training need" for that occupation. The ESC found that 5,187 jobs for service and skilled personnel (cook, seamtress, nurse aide, waitress, practical nurse, etc.); 4,200 positions for clerical personnel (bank teller, bookkeeper, stenographer, clerk-typist, cashier, etc.); 1,469 openings for sales personnel; and 2,065 posts for technical personnel (designer, electrical draftsman, laboratory, clerical and cost technician, laboratory tester, etc.)—a total of 12,921 jobs will go begging unless women (and men) begin to train for them now. Full information on these occupations may be found in the ESC reports:

> Bureau of Employment Security Research, *North Carolina Study of Manpower Needs in Selected Manufacturing Industries.* June, 1964; *North Carolina Study of Manpower and Training Needs for Medical and Health Service Occupations.* September, 1963; *North Carolina Study of Technical and Skilled Manpower.* June, 1962.

Additional information from a questionnaire sent to heads of state administrative agencies, local ESC offices, county health departments, and

county welfare departments indicated that these agencies are now trying to fill 403 positions in health, education and welfare; library and research; administrative and office work; and professional and technical fields. These data are not available for all of the many other public agencies, but it is evident that need for trained personnel must also exist in county and municipal libraries, schools, and local governments.

Re-allocation of workers

North Carolina's economy would be benefited by upgrading its human resources—shifting its manpower (and in this case womanpower) from low to high levels of skill and ability. This presents a dilemma. While it may be true that past discrimination and lack of opportunity rather than lack of ability prevented many manual and service workers from preparing for skilled or white-collar jobs, the demand for professional and technical personnel cannot suddenly be met from the ranks of the unemployed.

Vocational training programs and financial assistance cannot, at least in the short run, overcome the fact that the educational background required for entry into professional and technical training exceeds that attained by most unemployed workers. In general, professional and technical personnel must be recruited either from somewhat lower level white-collar workers or from those who are not now in the labor force, e.g., from the young or the underemployed—those who are not now fully using their ability or available work time. College educated women not now in the labor force are a case in point.

Employment and an expanding economy

It is realistic to develop training programs to equip unemployed persons to enter service occupations, trades, and blue-collar or white-collar skilled occupations. Training will not only increase the employability of workers but, by raising their productivity will also increase their wages. North Carolina's economy is not so vigorous, however, that the acquisition of occupational skills will alone guarantee employment for all who seek it. A trained cook, seamstress, maid, practical nurse, typist, keypunch operator is obviously more valuable than an unskilled employee, but additional jobs with the requisite wages and working conditions must be *created* for newly trained workers. The existence of jobs is dependent upon the aggregate demand for such labor. A housewife who pays an untrained domestic 75 cents an hour may be totally uninterested in hiring a trained domestic at a dollar an hour unless her *own* financial and work situation changes so that a domestic's greater skill and efficiency are more valuable to her than the additional 25 cents an hour they cost. A restaurant manager paying a mediocre cook $1.15 an hour may feel he cannot afford a good cook at $1.65 an hour unless his business increases. An office supervisor may prefer an unskilled clerk at $1.20 an hour to a skilled typist at $1.75 an hour until she is assured that the work load will be big enough to keep the typist busy.

In recent months much attention has been given, quite appropriately,

to providing occupational training opportunities for the unemployed and disadvantaged. Since the economy must expand to provide new jobs to absorb skilled workers, however, it is important to view the total range of occupations and give attention also to professional and managerial positions whose incumbents are likely to *generate* economic growth. Oscar Handlin and others have reviewed the history of America's many ethnic populations and shown how a succession of disadvantaged minorities (German, Irish, Jews, Negroes) have typically improved their social status when opportunities for the "advantaged" have expanded, providing space for upward movement. It is interesting to note that the cities in which the North Carolina Good Neighbor Council has had most success in opening "non-traditional" jobs to Negroes have been those in which the proportion employed in manufacturing is relatively moderate, the proportion employed in white-collar occupations is high, and the median income is high.

A comprehensive vocational training program

Because of the interdependence of employment opportunities, a coordinated, comprehensive training and placement program is needed so that upgrading of labor can occur. To illustrate: an administrative assistant resigns her job in order to secure the necessary professional education to become a social worker; the vacancy is filled by a woman new to the labor force who secured her administrative experience in voluntary organizations; the former volunteer, with added income but fewer hours at home, hires a newly trained domestic worker. Each of the three women thus moves into a position requiring more skill and providing more income than the previous one. The women's greater purchasing power and contribution of personal abilities are benefits shared by them and society.

A well-planned, well-staffed training program would be a valuable investment in the state's economy, its human resources, and the future. Technological developments have reduced physical labor and increased productivity. Employment in a respected occupation that uses one's abilities provides self-esteem, a sense of competence and responsibility, and regard for the society that enables it. A person's identity and security are seriously eroded by long periods of involuntary unemployment. Those who are rewarded by and encouraged to gainfully participate in society usually contribute to it and are concerned with its welfare. Those who are exploited, insulted, or discouraged from contributing, fail to develop their skills, withdraw from society, or become resentful of it. It is thus important that people who want employment be able to work in jobs commensurate with their training and ability and that every person be encouraged to improve himself to the extent of his capacity and ambition. You cannot "pour" skills into an unreceptive mind, but you can point to new rewards.

We cannot fail to notice that the tasks traditionally assigned to mothers and homemakers—child care, practical nursing, and domestic service—when performed by persons outside the family, are among the lowest paid occu-

pations and that the white-collar occupations in which women predominate —secretarial work, nursing, social work, and public school teaching—are less well paid than occupations of comparable skill and responsibility in which men predominate.

While our special concern here is *women's* status in employment, a guide for occupational training for North Carolina should be designed to serve both men and women. Public sponsorship and public funds should not be used simply to get the unemployed on a payroll and the underemployed on a better payroll, nor to supply a pool of trained but cheap labor. Those planning a vocational training program for North Carolina should be concerned with the type of occupations for which training is provided, the proficiency requirements for certification of trainees, and the resulting remuneration of trained employees. Occupations included in the training curriculum should make an economic or social contribution, and remuneration should be adequate at the very least for health and decency.

The economic challenge

In many instances, the employment concerns of North Carolina women are the specific expression of larger economic problems. So long as North Carolina's farming is concentrated in tobacco, so long as North Carolina's industry is concentrated in textiles and furniture, the problems will continue, for it is only as the economy becomes more diversified and geared to a broader market that the state's position will be strengthened. In the past, there has been a tendency to assume that industry is good for the state. More recently we have realized that industry is good only if it makes a contribution by paying wages high enough to enable its employees to be more prosperous consumers, more secure householders and citizens better able to share in support of public services, such as schools, highways, health services, and so on.

If North Carolina is not to remain near the bottom of the economic ladder, it must attract industries and services of many kinds. To do this, it is important that investors and managers be attracted *not* by "cheap labor" but by progressive business leadership, excellent vocational and professional education facilities, and attractive communities with adequate public services.

RECOMMENDATIONS

The Governor's Commission on the Status of Women recommends:

I. That the North Carolina General Assembly

A. Enact legislation prohibiting wage, salary or hours discrimination on the basis of sex.

B. Enact legislation requiring equal pay for equal work on jobs requiring equal skill, effort, and responsibility, which are performed

under similar working conditions in the same establishment for the same employer.

C. Amend North Carolina's Minimum Wage Law to extend coverage to such groups as (1) employees of eleemosynary institutions, (2) ushers, doormen, concession attendants, and cashiers in theaters, (3) employees of hospitals and nursing homes, (4) workers in domestic service.

II. That private employers, the State Personnel Department, boards of county commissioners, city councils and other public employers

A. Review current personnel practices to determine performance and promotion records; turnover in various salary, age and length-of-service categories; announcement of vacancies; in-service training programs, etc.

B. Extend the principles of merit employment—i.e., hiring, placement, and promotion solely on the basis of objective criteria of qualifications such as education, experience, and performance on examinations, and production or other clear indicators of performance on the job.

C. Request the Division of College Extension of UNC State College at Raleigh to expand facilities state-wide for teaching courses in supervision and administration for both in-service training and training preliminary to employment.

D. Review jobs to identify

1. Those which do and those which do not require extensive on-the-job training.
2. Those for which part-time workers could be employed.
3. Those which could be filled by qualified persons age 35 and over.

E. That the appropriate agencies (i.e., the Department of Community Colleges, and/or the Vocational Education Division—IEC, TI, and Home Economics—of the State Department of Public Instruction, or the extension services of the State Universities), in co-operation with the Employment Security Commission, review the curricula being offered throughout the state and

1. Provide a range of courses appropriate to women preparing for child care, meal preparation, clothing maintenance, and other domestic services as well as for typing, bookkeeping, data-processing and other office work specialities.
2. Provide "trades" level courses for those whose age, education, or abilities make them ineligible for more technical courses.

III. That the Employment Security Commission, in co-operation with high schools, industrial education centers, community colleges, other institutions of higher learning and employers

A. Expand present facilities and staff for providing occupational information, testing and counseling.

B. Extend present placement service by fuller coverage of the range of occupations and applicants.

IV. That the Department of Conservation and Development, in co-operation with The University of North Carolina Extension Division at Chapel Hill and other adult education groups, continue to provide information about the state's economic potential and the need

A. For further developing trade and services.

B. For diversifying industry and attracting durable goods manufacturing or, more specially, those industries which demand skilled workers and pay high wages.

C. For reducing the concentration in agriculture and diversifying agricultural production.

V. That voluntary organizations made up of employed women give thoughtful, critical attention to employment practices, problems, and needs in their own communities, including the performance, attitudes, and aspirations of employed women, training opportunities, and availability of information and financial aid for those seeking to improve their vocational skills.

VI. That representatives of women's voluntary organizations, in co-operation with the Employment Security Commission and local employers, investigate the possibility and usefulness of conducting local community employment and skill surveys to determine the potential demand for and supply of workers in various occupational and skill categories.

VII. That guidance counselors and personnel advisers of concerned institutions and agencies co-operate to compile regional guidebook directories for part-time job opportunities for women in North Carolina. (See *The Next Step* in the bibliography).

NOTE: The reasoning upon which these recommendations are based appears not only in this chapter but in subsequent ones, and in some cases the recommendation is repeated in a later chapter.

II.

Women at School

Summary

North Carolina has been a pacesetter among the states in improving public schools, experimenting with new educational techniques and expanding higher education. The first student to enroll in the State University hiked from Wilmington to Chapel Hill in 1795; his descendants will find a good education within easier walking distance.

Despite great progress, problems remain. Some of them are especially relevant to women, and some of these the Commission has explored. At one end of the spectrum is the woman who cannot qualify for even the simplest technical training because she never finished elementary school, at the other, the married woman of 35 or 40 who wants now to go to graduate school and finds herself rejected as "too old." All the girls in school from first grade through college need, in addition to the best academic preparation the school is able to provide, guidance which will enable them to make the best use of their talents. They also need preparation for the kinds of lives they are likely to lead, which —if the present is a guide for the future—will combine work and family life in varying proportions over forty or fifty years.

Those who make policy and execute it in the public schools need to think of the special needs of girls. The universities and colleges will find themselves under increasing pressure to think seriously of the educational needs of mature women. In both cases, the Commission is concerned that the state should not be deprived of potential contributions of women by some artificial barrier labeled "for men only."

What has been said many times by discerning persons, but perhaps never fully appreciated, is that any improvement in the education of

women will benefit the entire state in a unique way. As one educational giant of the state, Charles Duncan McIver, put the matter two generations ago: to educate a man is to educate an individual, but to educate a woman is to educate a family. Another such giant, Walter Hines Page, put the situation at the turn of the century in dramatic style:

> Let any man whose mind is not hardened by some worn-out theory of politics or of ecclesiasticism go to the country in almost any part of the State and make a study of life there, especially of the life of the women. He will see them thin and wrinkled in youth from ill prepared food, clad without warmth or grace, living in untidy houses, working from daylight till bed-time at the dull round of weary duties, the slaves of men of equal slovenliness, the mothers of joyless children—all uneducated if not illiterate. Yet even their condition were endurable if there were any hope, but this type of woman is encrusted in a shell of dull content with her lot; she knows no better and can never learn better, nor point her children to a higher life.

Largely as a result of the efforts of these men and others who shared their views, the situation has improved greatly. Nonetheless, the work they began so nobly remains unfinished.

It is an exciting, challenging, but difficult task to speak of education for women in North Carolina today. Constructive changes to update teaching methods and course content are being made so rapidly that we are hopeful that many of our recommendations and suggestions may soon be "in the works."

Our objectives

This chapter is not a formal evaluation of the state's educational system. Perhaps we have been overambitious even in attempting to survey, no matter how rapidly, the entire span of a woman's school years from the nursery through vocational training for some women, graduate school for others. In this way, however, we hope to point out that though many of the problems of education are common to men and women alike, there are at all levels of education problems which are relevant to females only *because* they are females. There is particular interest, for example, in the mature woman's incomplete education and undirected energies.

In a later section of this chapter we have scrutinized this problem, as well as the many purposes of a woman's education—her opportunities for employment or a career, *her* needs and the state's needs for *her*. We have tried to answer in part the question: "To what end should a woman become educated?"

Experiment in learning

All over the country, experiments in education are taking place. Some of these experiments involve calendars and schedules. This country has the shortest school year of any in the civilized world—an average of 180 days.

Some schools have initiated an 11-month school; in New York State, several systems are planning a 210-day school year. Some schools have added an hour or more to the school day. Educators have recommended more flexible class periods, believing that certain subjects take longer to teach, others take less time, than the usual 50-55 minutes. Class schedules in some North Carolina schools provide 30-minute drills in typing and foreign languages, an hour for English and the social sciences, but two hours for science laboratories.

Educational technology has come into the classroom. Teaching machines and language laboratories are supplementing teachers' efforts.

In North Carolina, special programs are replacing the old-fashioned method of trying to force all students of the same age to proceed at the same pace, whether brilliant, average or slow. Classes for the academically gifted as well as special education for the mentally retarded are geared to each student's total ability and should discourage school dropouts.

Some children are so far behind their classmates when they enter school they never catch up. They have not been exposed to magazines or newspapers, much less to children's books, art, or music. Some have never held a crayon or pencil. A recent North Carolina news story mentioned a bail-bondsman who saw two such deprived children playing in the street. He pointed to them and said: "There's my future business already guaranteed." Pioneer efforts are being made to introduce these children to a learning environment. Volunteer groups, many of them church related, have taken 4- and 5-year-old youngsters into informal classroom situations. But the need is much greater than any effort now under way for such preschool training.

The North Carolina Fund

Several foundation grants combined with state appropriations have made possible the establishment of the North Carolina Fund, which is embarking upon efforts to encourage and help finance county programs to break the cycle of poverty. The Fund is also undertaking some state-wide projects. For example, one program will seek better methods of instruction for the primary grades. Another, initiated in the summer of 1964, experimented with preschool readiness classes in nearly a hundred communities. A follow-up program in these same communities will be carried through the first three grades. Team teaching, ungraded organizations, and other innovations will be tried, all in the hope of raising the achievement levels of children and preparing them for productive lives.

Sixty counties have asked for money for vocational and adult education, day-care programs, homemaker services and other projects to meet pressing community needs. Combined with the work which will be undertaken under the new Federal Economic Opportunity Act of 1964, the Fund hopes to make a major breakthrough in the use and development of human resources.

Who goes to school?

Census figures for 1960 show that adult women in North Carolina have about one year more education than adult men. The median years of school completed by whites 25 years and over is 10.3 for women, 9.2 for men; by nonwhites 25 years and over, 7.5 for women, 6.1 for men. The proportion who have gone to college is nearly the same for white women (15.4 per cent), and men (15.3 per cent). The proportion who have gone to college among nonwhite women is 6.7 per cent compared to 5.1 per cent for men.

Only 40 per cent of youngsters 5 and 6 years old are enrolled in school, due to the absence of kindergartens. Ninety-seven per cent of those 7 to 13 years of age are in school, and 92 per cent of those 14 and 15 years. The proportion declines to three out of four of those 16 and 17, two out of five of those 18 and 19, and less than one in five of those 20 and 21 years of age. The percentages vary with urban and rural populations. Enrollments at higher levels of education, especially, are substantially lower for rural youth. The number of persons 20 and 21 years of age attending college from rural areas varies markedly from those who reside in urban areas: 7.8 per cent of rural farm youth compared to 30.2 per cent of urban youth.

Recently the "school generation" has been extended at both extremes. Young children are benefiting from instruction prior to conventional schooling. Persons over 30 years of age include (1) those enrolled in adult literacy classes, (2) unemployed workers learning new occupational skills to increase their employability, (3) employed workers taking occupational training for increased work satisfaction, quality of performance, and qualifications for advancement, (4) adults seeking simply the stimulation of guided reading and discussion, and (5) mothers, whose family responsibilities are diminishing, working for certificates or degrees preparatory to seeking employment.

FORMAL SCHOOLING

Elementary education

The Commission believes it is important for all children that the quality of early education be improved by sound instructional techniques, all the new media that the teacher needs and can use, and a modern curriculum fluid enough to change and absorb the best we can find out about teaching. Good basic instruction, better facilities, and able, conscientious professional personnel must be available for children in kindergarten, primary, and intermediate grades. In our view, good teachers are the most important requirement.

Planning for a career—the earlier the better

Attitudes and expectations are formed early in life, and an atmosphere of high aspiration can be fostered among girls, even in kindergarten. Little

girls should expect to stay in school as long as they can profit from it. They should know that almost all careers, including engineering and medicine, are open to women and that women are needed in them. They should learn that all school subjects, including arithmetic and science, are for girls as well as boys. A recent survey which will be discussed in the next section indicated that though girls were well qualified by their grades to continue mathematics in high school, they generally did not carry it through a fourth year, thus limiting their professional futures.

Counseling a keynote

The attitudes and example of the teacher are crucial. If she shows distate for a subject, her pupils are likely to acquire that distate. Professional guidance and counseling might be useful even in the elementary school. Until such time as trained counselors are available at this level, the responsibility will fall on the elementary teacher to provide the type of guidance her pupils need. We should like to see each school system make the best possible use of its master teachers. These women can help each individual girl begin to think through a set of values for herself which will serve for a lifetime of decision-making.

The gifted

One of education's goals is to release and develop individual potential to its utmost. This refers not only to those having difficulty in school, the discouraged and handicapped, but to the academically talented as well. On a national basis these gifted children who have been tested in mathematics and foreign languages constitute the upper 15 per cent of their group. If the distribution of talent in North Carolina is about the same as for the nation, as a whole, it would include 62,000 young people between the ages of 15 to 19; of this number 30,000 are girls.

Programs for the academically talented students in secondary school should be the same for boys and girls. It is important to raise the level of aspiration of girls. Academically talented girls, as well as boys, should take four years of mathematics and three of science. Girls with the aptitude should be offered the possibility of choosing careers in science, medicine, or technology. The girl who enters college with too little mathematics and science will find the door closed, or nearly closed to many careers. A 1964 survey of nine North Carolina high schools showed that whereas 73 per cent of the boys in the upper half of the senior class had taken 3 units or more of science, only 37 per cent of the girls had done so; 55 per cent of the boys in the upper half of the class had taken 4 units or more of mathematics, only 20 per cent of the girls. The same survey indicated that a higher percentage of both boys and girls elect a fourth year of science or mathematics in large high schools than in small ones. However, 65 per cent of North Carolina's young people live in rural areas.

In 1961-62, sixty-four classes with full-time teachers were established

for 2,065 exceptionally talented children. By the fall term of 1964, there were 292 special full-time teachers for these talented students.

Only one special institution has been set up to serve the needs of these outstanding students, the Governor's School at Winston-Salem. Financed by a 3-year grant from the Carnegie Corporation and matching local funds, the school began operating in the summer of 1963 with 400 students living on the Salem College campus. This experimental school seeks to challenge the alert student by holding up goals of excellence.

The state is also concerned about children with talents other than those specifically related to book learning. The North Carolina School of the Performing Arts will also be located in Winston-Salem. The city of Winston-Salem has provided facilities and funds for construction of a dormitory in the coming year. With offerings in music, art, and the dance, the school is the first state school of its kind in the nation.

The Learning Institute

The Learning Institute of North Carolina was established in 1964 by The University of North Carolina, Duke University, the North Carolina State Board of Education, the North Carolina State Board of Higher Education, and the North Carolina Fund. It has launched the Advancement School, a residential center in Winston-Salem for students with high potential who are doing poorly. It seeks to improve materials and models of instruction for 350 eighth-grade resident boys who attend on a quarterly rotating basis. Fifty teachers, from the same public schools as the pupils, will attend to learn improved methods of instruction. A term for girls is contemplated for the summer quarter each year.

Dangers of the dropout

Of every 1,000 pupils in North Carolina enrolled in the 5th grade in 1955, only 529 graduated from high school in 1963. Forty-seven per cent dropped out along the way, most of them in 10th and 11th grades.

"Operation Second Chance," a pilot program launched jointly by Governor Sanford and Secretary of Labor Wirtz in 1963, selected three areas in the state where dropouts ran as high as 70 per cent at the 5th grade. No clear pattern emerged from testing of the jobless youths at many levels of achievement. Lack of interest in schoolwork, lack of participation in activities seemed typical of dropouts, rather than lack of ability.

Regardless of the exact reasons, the consequence of dropping out is occupational suicide for the teen-ager and an indication that school is not a very interesting or rewarding experience for a great many whom it is supposed to serve. There are few jobs left for unskilled, uneducated young people. According to the director of the National Education Association's automation project, "Elevators are being run by pushbuttons; ditches dug by machines; machines deliver telegrams, wash dishes, peel potatoes and mix dough. Most of the simple jobs are disappearing." He warns that

even the high school graduate may have to go back to school to keep up with new machines, new techniques, and new ideas.

For the female dropout age 16 to 22 help may be available through the Job Corps, a part of the anti-poverty program. Residential centers are planned at which young women and men will receive job training and remedial education.

Guidance for the future

Counselors, adequate in training and number, are needed. The state has made remarkable progress in this matter, the number of full-time counselors in public schools having increased from 18 in 1958 to 373 in 1964. Three fourths of the counselors are certified. Despite this increase, the unmet need is great. Only 13 city administrative units and 19 county units have even the minimum pupil-counselor ratio of one full-time counselor for every 500 pupils that is required for accreditation. Many secondary schools, generally the smaller ones, have part-time counselors; 289 have no designated counselors. There are no elementary school counselors, as already mentioned. As with many other parts of the school program, further consolidation of smaller schools would facilitate the provision of adequate counseling services.

An investigation by the State Department of Public Instruction concerning the guidance of girls in North Carolina revealed that the majority of girls expect to work even though married, but few indicate that they are marking realistic plans for a career. Many capable girls have low aspirations and little recognition that they should begin career-planning; many do not realize that information describing occupations and new and changing opportunities is available. Many appear to doubt the value of education beyond high school.

Greater effort should be made by both state and local units to expand and improve school guidance service at all levels. In view of the highly centralized nature of the North Carolina school system, state funds should be allocated specifically for the employment of counselors. Counselor preparation programs should be expanded in North Carolina colleges. The need for counseling, job placement, and research is such that counselors should be available before and after the school year.

There are many professional skills provided by the counselor—interviewing techniques, interpretation of test scores, specific knowledge required for educational and vocational guidance—yet many young people are less in need of "guidance" and "information" than continuing evidence of warmth and interest from an adult (outside the family) whom they like and respect and with whom they can identify. Similarly, while an "occupations" section in the school library and a yearly career conference can stimulate interest in adequate career planning, they seldom provide an image of unfamiliar occupations which is clear enough to encourage an active "choice." The question, "What do you want to be when you grow up?" is usually answered with the name of an occupation, but both ques-

tion and answer suggest much more than that. They suggest not only how one earns a living but who his associates are and the kind of life he has.

Part of choosing a career is being able to visualize oneself in it. If the only employed women girls have seen are nurses, teachers, stenographers, sales-clerks, machine operators, or maids, it is hard for them to imagine themselves as doctors, engineers, lawyers, chemists, or economists. We suggest: (1) an arrangement with adults in the community who are willing to serve as mature friends or "big sisters" to high school girls having difficulty; (2) use of television of film series showing how women of varied backgrounds have overcome hardship, prejudice, and inertia to achieve their goals; and (3) that women from professional and technical fields talk to students at the elementary and high school levels and transmit the feelings of excitement and pride they receive from their work.

Training after high school

North Carolina's industrial advance during the past decade has been accompanied by and related to changes in education beyond the high school. The community colleges may become the commuter's answer on a large scale to education beyond high school. Two community colleges are in operation in 1964, three more are in the blueprint stage, six have been approved but not yet started, and the long-range plan will bring college facilities within a 25-mile commuting radius of every person in North Carolina. By 1970, with a projected excess of 31,000 college applicants over existing facilities, one quarter of public college enrollment—18,000 students—could attend community colleges. The Commission hopes that curricula at rapidly growing community colleges will be directed to filling the vocational and educational needs of North Carolina's women as well as its men.

Moving in another direction, eight Industrial Education Centers (IEC) and two Technical Institutes (TI), with ten additional units, which are separate from but supervised by the Centers, have been organized to develop skills and train North Carolina citizens for jobs offered by new industries which have been brought into the state.

Higher education

At the university level, no essential difference in choice and opportunity should exist between the education of women and of men. Whether the individual woman finds her way of life primarily that of homemaker, companion to her husband, and chief influence in establishing the moral and social attitudes of her family; whether she becomes auxiliary or chief breadwinner for her family, she will be immeasurably aided by familiarity with the broad fundamentals of knowledge and the discipline required to achieve a college degree. And she will be able to pass on to her children her belief in the value of education.

Increasingly, women are combining roles which used to be regarded

as incompatible. The occupational trend outlined in the chapter "Women at Work" has important implications for the education of women. The more thoroughly a woman is educated, the better job she will be ready for at any age, the more easily she will be able to acquire the specialized training she may need for a particular occupation. Whether she works under the mild financial pressure of improving her home or helping educate her children or under the stringent need of self and family support, higher education is the door to opportunity.

It should be the goal of the state to provide opportunity for all persons, men and women, who can succeed in college to continue their education beyond high school. Although there is no necessary difference in higher education for men and women, women should be aware of their own needs and those of society. To this end, counseling services in institutions of higher learning are necessary.

Continuing education for the mature woman

It has been said that education is like a rapid transit line. You can get off at one of the stops along the way, or you can go on riding. In an age of rapidly expanding knowledge, learning is a never-ending process. The rewards of continuing education are evident, both in personal and in career satisfactions. The mature woman who has interrupted her university schooling earlier in life to raise a family or for some other reason, often finds it more difficult to resume "the ride" than it was to "get off." Many women say they hope to continue their education, but few have actual plans to do so.

There is the problem of admission policies. Some college administrations have an apparent prejudice against mixing adults with college-age students. Credits for past work create problems. Recently, a woman in her 30's, with a degree from an excellent girls' school in Switzerland decided to become a schoolteacher, a worthy ambition in this day of teacher shortage. When she attempted to enroll at one of our state universities, she was not allowed to register, even as a freshman, because of the question of accepting credits from a foreign institution.

In light of woman's multiple role as wife, mother, civic leader, and individual, as well as her complicated life cycle, special provisions to make continuing education easier are clearly needed. Many pilot programs have been initiated in other states to attempt to meet this need. Very often the woman who does manage to get far enough along with plans for continuing her education to arrive at the door of the university, is confused about her objectives. What exactly does she want from further education? Is it money? Intellectual stimulation? A new career? New status in the eyes of her family and the community? Almost surely she has concern and conflict about family responsibilities, outworn training, lack of clear-cut goals, and fear of rejection.

Experimental programs

One example of a program especially for mature women was initiated in 1959. The "Minnesota Plan," as an adjunct of the University of Minnesota, enrolled in 3 years more than 1,500 women ranging from those who had never been to college to those who had already done some graduate work. In its effort to encourage women to pursue a formal education, the cornerstone of the Minnesota Plan is counseling. At no time is guidance more vital than to the older woman who is working on future vocational and educational plans.

The North Carolina Council of Women's Organizations is now at work on a proposal for centers for continuing education in this state. If this plan is adopted, such centers should be in conjunction with and draw upon the resources of existing colleges and universities. The centers could render invaluable service to older women by offering special counseling designed for their particular needs.

The University of North Carolina at Greensboro already provides special counseling for adult women who wish to update their skills or work toward a degree. Many women with a bachelor's degree have not been employed for many years; some of them, never. They need help in finding their way in professional areas and in considering the kinds of positions that are open to them.

For example, one person who recently asked for this kind of counseling service had done volunteer work for many years but now wanted paid employment. "It isn't that I'm tired of doing all of these things in the community," she said. "But I've come to the point where I would like to know whether anyone would value me on a regular job." Then she added, "It would also help financially because we have two children in college and an additional one will go shortly."

The second group of adult women who need special counseling are those who are married and have families but have not completed a bachelor's degree. Many of them would like to have jobs eventually. Working out degree requirements so that they may take one or two courses a semester toward the completion of a degree involves careful planning. The University believes that with proper counseling these women can fit into regular University classes.

Various institutions of higher learning in co-operation with their alumnae groups might experiment with a workshop approach similar to that of the Seven College Vocational Workshops of New York City. The Workshops, two or three a year, are co-ordinated and executed by a competent director who brings in representatives from the educational and business world to discuss the opportunities and obstacles that the older woman returnee must be prepared to face. Ideally workshops should offer individual counseling to the participants, but this is an area where multiple counseling or group guidance can be used. Each woman's situation is, of course, unique; many problems and concerns, however, are general and could be discussed in small groups. A skilled and knowledgeable staff is the *sine qua non* for such workshops.

Resources for continuing education

Most North Carolina universities and colleges, both private and state, have night school or correspondence courses which carry college credit. In addition, junior and community colleges, adult extension programs, technical and vocational schools, educational TV and short workshops all provide some "continuing education." Some of these resources are in the early stages of development and have great possibilities for the future.

Curricula reflect characteristics of the communities or regions of the state where courses are offered, and tend also to reflect "demand." A forceful administrator or interesting teacher can, of course, create demand. The advisors for continuing education should include laymen or practicing professionals in addition to practicing academicians. This does not imply any lowering of standards, but rather the belief that continuing education should supply the felt needs of a wide variety of adults.

Plans for continuing education centers

The Extension Division of The University of North Carolina at Chapel Hill has an embryonic plan for a continuing education center with guidance, independent reading programs, and special studies. North Carolina State at Raleigh has requested between 1 and a half and 2 million dollars in its "C" budget for the 1965-67 biennium to construct a continuing education center. If this money were to be appropriated, a center with classrooms and dormitory space is envisioned, where both short courses and longer term programs could go on. The Institute of Government at Chapel Hill already provides training, research, and consultation in public law and government, including intensive short courses for people in these fields.

Although in the long run it is to be hoped that every community will have resources for continuing education, the first step is to make the best use of our existing facilities.

In order that women all over the state can know what is available to them, and have an opportunity to ask for the training they want, a central co-ordinating office would be useful. This might most easily be added to the existing agricultural extension program at North Carolina State.

Women in graduate school

At the time of the 1960 census North Carolina compared favorably with the nation in the graduate education of women. During the year 1959-1960 the colleges and universities of North Carolina conferred upon women 630 master's degrees and 3 doctorates representing, respectively, 2.7 per cent and 3.2 per cent of the earned graduate degrees for the women in the nation. These figures represented an increase over those of 1949-50, when 214 North Carolina women earned 1.3 per cent of the master's degrees conferred upon women in the nation and 14 earned 2.3 per cent of the doctorates. By 1962 the institutions of higher learning in this state conferred

a total of 1,603 master's degrees and 246 doctorates; of these totals women received 679 master's and 18 doctoral degrees.

North Carolina offers a wide choice of graduate and professional schools in which women may be trained for careers in engineering, medicine, law, social work, science, social science, and the humanities.

However, the problems of admission to graduate or professional school and of securing financial aid are increasingly serious for women. Top-notch holders of a bachelor's degree are still certain of admission and are very likely to secure financial aid. For other women it may be more difficult. Some aid programs, such as those of the American Association of University Women and the North Carolina Federation of Women's Clubs, are specifically for women. In the sciences, qualified women still have a good chance for governmental and foundation fellowships. In the humanities less fellowship money is available, and it is harder for women to secure grants.

In general, as the competition for admission to graduate school increases, even very able women will find it more and more difficult to be admitted and to secure fellowships. The admissions and awards committees tend to be made up of men who, given men and women candidates of equal competence, assume that the man is more likely to complete his training and make use of it. Young women who apply for graduate school and for financial aid, without seriously intending to make use of the opportunity, do immeasurable harm to the chances of those who are serious.

The Commission sees a paradox in the fact that just at a time when we and many other people are urging women to raise their sights, to aspire to great accomplishment, the means for training are, as a result of competition, becoming more difficult to attain. On the one hand, we think talented young women need to be encouraged to go on with their training. On the other hand, we think that women have a responsibility to establish their seriousness of purpose and willingness to follow through when opportunities are available. Professors and administrators can help by viewing their women scholars as individuals and not making categorical judgments about "women."

In addition to the recent graduates, many mature women are now thinking of going into graduate study. The College Faculty Program of the American Association of University Women is especially designed for older women who with additional training may be available for college teaching jobs. This program is at present confined to the South. Eight North Carolina women received grants under this program in the first two years.

GOALS AND PURPOSES OF WOMEN'S EDUCATION

Education for a career: what are the needs?

A glance at the daily paper reveals a critical shortage of women—trained, skilled, educated—for today's labor force. Schoolteachers are

needed for rapidly expanding elementary and secondary schools and for the state's projected community colleges. State Superintendent of Public Instruction Charles Carroll stated in August of 1964 that foreign languages, physics and other sciences would not be taught if competent teachers could not be found.

There are serious shortages of nurses, X-ray technicians, physical therapists, and others in the health fields. Of the 191 private and public hospitals in North Carolina, fewer than 40 per cent have a professionally trained dietitian to supervise the food service. They must depend on in-service training. To fill their needs properly at the supervisory level, a two-year technical training program is needed; trained food workers are also scarce. In addition to the need for dietitians oriented toward hospital work, the Governor has frequently mentioned the need for better food services to the general public and the tourist trade. Training of this kind opens wide possibilities for women.

Opportunities in nursing

In 1962 there were 2,106 unfilled full-time positions for nurses and 59 vacancies in faculties of schools of nursing in North Carolina. There were in 1963 twenty-seven hospital schools of nursing, one two-year program called an associate degree program, and six four-year nursing schools offering a bachelor's degree. The North Carolina League for Nursing as well as the State Board of Education, the State Board of Higher Education, and the North Carolina Medical Care Commission are actively working to improve the quality and quantity of nursing education in this state. The progress which has been made in the past fifteen years bodes well for the future, and young women with an interest in nursing will find widening opportunities both for education and for jobs. There will be an accelerated demand for nursing faculty members. It is perhaps not too optimistic to say that a woman with a graduate degree in nursing and a good record will have a wide choice of jobs.

The North Carolina State Nurse's Association and the North Carolina League for Nursing are also working on continuing education for nurses, with special attention to inactive nurses who need to update their knowledge and techniques.

Opportunities for business women

Tobacco, textiles, and furniture manufacture have long formed the backbone of the state's industrial economy. With improved transportation, communications, commercial trade, and banking facilities, there has been a graduate economic expansion. North Carolina's diversified industries now include the manufacture of stone, clay, and glass products, chemicals, and electrical machinery.

An integral part of the production, sales, and distribution of products is the vast amount of "paper work." This industrial growth, along with

automation and technological advancement have created many new job opportunities for women.

As this Report makes clear:

. . . a hundred years ago, women began going to college; forty years ago, they went to the polls; today they go to work . . .

Engineering developments and inventions over the years have brought into use numerous complex machines. Many new areas of employment have opened to women who can operate such machines as comptometers, calculators, bookkeeping machines, and tabulating machines. New electronic machines performing feats of calculation, coding, tabulating, and recording require more specialized skills. Office workers and machine operators are among the fastest growing occupational groups in the state. Office jobs are grouped into five broad categories: stenographer, typist, secretary, bookkeeper, and machine operator.

The 46 business schools and 5 trade schools presently licensed in North Carolina have an enrollment of 3,331 women. More high schools are offering courses to prepare graduates for careers as business machine operators. These courses help the student in developing skill, concentration, patience, and orderly work habits. Manual dexterity, accuracy, and mathematical ability are stressed.

On-the-job training

Most office jobs offer the newcomer a chance to acquire skills on the job or to obtain additional education and training. For example, the receptionist who learns to type and take dictation often finds an opportunity in a better paying position. The ledger clerk who studies accounting and business administration at night school may use this training to advance to more responsible positions within the department or company. The opportunity of on-the-job training and the development of more salable skills is perhaps greater in the field of office work than in most occupational areas. Because more women are reaching higher posts in business and doing well in them, additional opportunities will present themselves in the future, and with greater rapidity.

In a random survey of eight counties in the state, interviews were held with 890 women, Negro and white—unemployed, employed, and employer. The Home Economics Supervisory Staff of the Department of Public Instruction wanted to find out:

—the occupational opportunities for women,
—the areas in which training is needed,
—the number and interests of unemployed women,
—the number of employed women desiring training for upgrading,
—the kinds of trained women whom employers need, and
—the attitudes of high school girls toward training for work.

Many of the unemployed women interviewed lived in housing projects where 35 to 40 families were receiving public assistance. According to the

report, "The women begged for training so that they could become self-supporting." The survey showed the greatest need and interest for:

—food service,
—housekeeping aide and/or household services,
—general services (including custom sewing) and
—child care (children of working mothers need looking after).

The report also states, "Adult interest is tremendous, opportunities for employment varied and employers are anxious for better trained employees." Women need and want training in occupations for which employment is available, but there are no centers for adult education now equipped or staffed for such needs.

A different picture was presented from interviews with junior and senior high school girls. Twenty high schools inaugurated occupational training programs in the fall, 1964, placing emphasis on the four areas already noted. However, the 690 girls interviewed did not express keen interest in occupational training. It is apparent, then, that guidance and counseling will be needed to stimulate participation in such programs and help carve futures for the non-college bound student and the potential dropout.

Although over 70 courses are open to both men and women in the vocational and trade school centers, from air conditioning, heating and refrigeration to mechanical drafting, women have elected to train in their traditional roles. Of 16 institutions polled, 987 women of the 1,978 enrolled in the spring of 1964 were taking either practical nursing or power sewing. Only one was enrolled in farm management, one in textile testing, and three in business administration. However, if women need to be stimulated and enlightened about diversification of training and job opportunities, their prospective employers likewise need stimulation and enlightenment about putting such women to work after completion of their training.

Occupations at home

Because of the availability of fabrics made in North Carolina, the call for custom-made draperies, slip covers and curtains, not to mention clothing, could lead to careers for many women in custom sewing. Women who need an occupation but who wish to remain at home, or work on a part-time basis, would find training in this field especially rewarding.

Women who go to work, in turn, require services for their family and home on an expanding basis. As has been mentioned elsewhere in this Report, the need for trained personnel in child care is critical. Yet no bona fide training program exists in the state today.

Economists forecast that services and distribution of goods will be the fields of employment for a majority of the people by 1975. A more searching look must be given to existing adult education programs to meet future as well as present needs.

Help for the illiterate

An adult woman already crippled by lack of basic education (690,000 of North Carolina's adult population have 6 years of school or less) is unlikely to fit into today's complex industrial world. She is also unlikely to be trainable. She needs additional basic education before she is even fitted to undertake vocational training.

The nation and the state have undertaken a crash program to fight this problem of "the unfit." The purpose of the program under Title II of the Economic Opportunity Act of 1964 is:

> . . . to initiate programs of instruction for individuals who have attained age eighteen and whose inability to read and write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability . . . to help eliminate such inability and raise the level of education of such individuals with a view of making them less likely to become dependent on others, improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment, and making them better able to meet their adult responsibilities.

North Carolina's share of funds ($1,125,733) goes to operating classes through all 22 of the Community Colleges, IEC, and TI Centers. Anyone 18 years of age who has not completed beyond the 5th grade in school, with an income of less than $3,000 a year, is eligible to attend. Classes will be held day or night depending on the needs of the student. The program, which envisions literacy training in the state on a total basis, may use the facilities of public school buildings, "Y's," libraries, even private homes.

The teacher training program for nonreaders has already started in 13 counties. It is of interest to note that teacher recruiting was suggested from—among other sources—substitute teacher lists, retired teachers, and *young inactive teachers rearing families.*

The dignity of work

The mechanization of agriculture, the automation of industry, and the increase in wealth and leisure are creating an employment revolution. There is more and more demand, on the one hand, for highly skilled, proficient, educated people who can direct other people and complex devices; on the other hand, there is less and less demand for the unskilled in agriculture and industry. In the center is a continuing and growing demand for people in service occupations. Such a situation could create the quicksands of a social crisis. It can be avoided best by a fundamental change in the way that most Americans, employers and employed, view the worth of the individual and the work that he does.

The Lebanese Kahlil Gibran wrote:

> When you work you fulfill a part of earth's furtherest dream, assigned to you when that dream was born, and in keeping yourself in labor you are in truth

loving life. And to love life through labor is to be intimate with life's inmost secrets.

Many of us fail to grasp this message. We tolerate our jobs in order to get a pay check to buy the necessities of life. In contrast, those who seem to have found the best in life for the longest number of years have worked hard, found fulfillment in their work and in relationships with others at their job.

It is a message that is also relevant for women in North Carolina. Many of our women must work or be tax-supported. Women who are able should by all means be trained to fill openings in electronics, miniaturization, and other new phases of factory work. But we must still face the reality that factory work is becoming more complex, requiring greater sophistication on the part of the worker and that many of our women workers of both races are tragically limited in learning ability. The modern factory is no longer a salvage operation for the educational dropout. A major hope is in the service occupations. But to bring or keep women in the service occupations, certain long term conditions must be fulfilled:

- Parents should teach attitudes toward work and good working habits early in life to their children.
- The dignity of a human being lies in her uniqueness. That uniqueness can have expression in solving problems connected with service occupations. And the employer should recognize this key to pride in her work by allowing the employee to participate in solutions to work problems.
- Training centers should be available where fundamental skills of various services are offered.
- Dignity and self-respect can exist only in a two-way relationship where the employer upgrades herself as an employer to earn the respect of her domestic employee. Otherwise, there can be little reason for pride in such work.
- Performance requirements must be elevated so that the work is a challenge to the unskilled.
- Higher skills and better performance should bring more wages and greater job security.

There should be respect for any craftsman who does his or her job well, no matter what the level of work. And the worker in turn should and will receive the satisfactions and fulfillments of a job well done.

New goals for education for family life

In the introductory chapter we reviewed changes in our society which have affected the lives of women. It is doubtful that one can fully understand their implications for family life or the repertory of adjustments which will be made to them.

Although the role of the family as an economic unit has diminished, its role as preparation for living in a difficult and complicated society has grown. The demands made of competent spouses and parents are surely as great as those of most occupations. Questions such as, "How much

can we afford to spend on housing, clothing, education, recreation?" "When is it wise to buy on credit?" "How do occupational insecurities get transferred onto family relationships?" "How much leniency, restriction, and active guidance do children need?" "What *is* love, really, and how can it be expressed and strengthened in the family?" are sufficiently complex to warrant serious study. Education for family life cannot prevent the problems of family living from occurring, but it can prepare students to recognize them and seek productive ways of solving them. More meaningful approaches to education for family life should be incorporated into the curricula of elementary and high school.

Health education

Health education is a significant aspect of education for family living, and while it is important for both sexes, women will have an on-going responsibility for the health of children and families. Here, as in the case of citizenship education, community resources can be effectively combined with those of the school to make programs which will be exciting and have real meaning for students.

Citizenship education

In a larger sense all education is education for democratic citizenship. Without an educated citizenry democracy cannot hope to succeed. In the complexities of today's world it is no longer possible to take for granted that because people can read and write they will surely learn what they need to know in order to vote intelligently and take a share of civic responsibility. The evidence suggests that women find it easy to disassociate themselves from politics and political issues.

Schools can consciously set out to help potential voters understand the political system, as well as the recurring issues of international relations, fiscal policy, and governmental reform upon which they will be called to make decisions.

Probably the most effective citizenship education takes place when young people are approaching voting age, and are beginning to try on various adult roles. In the Chapter "Women and Politics" we outline at some length ways in which voluntary and political groups in the community might bring their own experience and sense of involvement into the schools.

Community self-education groups

Impressive and almost infinite in number and variety are the study-discussion clubs and organizations which flourish in every community in the state. Women feel the need of the stimulation and companionship of discussion with other adults. Meetings are often held at night to allow working women and young mothers (whose husband can then baby-sit) to attend.

Some book and study clubs are aided in their discussions by inexpensive well-prepared materials. Such reading manuals have led to the formation of new groups, such as the "Great Decisions" series on foreign policy, "Metropolis—Creator or Destroyer," and "Basic Issues of Man." TV films supplement reading.

State-wide, probably 25 to 30 thousand women are involved in the educational programs of the American Association of University Women, the North Carolina Federation of Business and Professional Women's Clubs, Inc., the North Carolina Federation of Women's Clubs, and the League of Women Voters. The American Association for the United Nations, Euterpe (a music organization), and the Alliance Française draw many women into their educational projects. Local libraries also encourage study groups.

"Great Books" had an estimated 41 groups functioning in 31 North Carolina communities with well over 300 women last year. Colleges offer lecture and fine arts series, forums, workshops, seminars, and art festivals, often open free or by subscription to the public, and especially well attended by women.

Thus community study-discussion groups contribute to awareness of contemporary ideological and technological forces. Though they give incentive toward it, such groups are not the equivalent of formal education.

World mindedness

The development of world mindedness has grown steadily in North Carolina. A number of communities participate in international exchange programs in which much of the planning and hospitality is handled by women. Yet North Carolina still lags behind many other states in availing herself of broadening opportunities. For instance, the study of non-Western civilizations remains confined to the largest institutions of higher learning, and Russian is taught in only one high school.

An expanded summer series of area studies institutes would be welcomed by our history and geography high school teachers. The promotion of non-U.S. art and library exhibits ought to be encouraged by the State Art Museum and the State Library System. Campuses and communities should be alert to the possibilities of attracting foreign artists in the performing arts. The Governor's Commission on Foreign Hospitality was a fine beginning on the part of the state in promoting better international understanding. Our Commission would like to see it revived and expanded.

RECOMMENDATIONS

The Governor's Commission on the Status of Women recommends:

I. That the North Carolina General Assembly, the State Board of Education, the State Department of Public Instruction, and the local school boards take steps to:

A. Establish kindergartens in all public school systems in the state with adequate budgets and provision for qualified teachers.

B. Extend counseling and guidance programs to all public school systems in the state, in both elementary and secondary schools, with adequate testing programs. A careful evaluation should be available to parents, and the results used for grouping, remedial work, and curriculum planning.

C. Further develop programs for the academically talented, so that their advantages are available to all qualified students.

D. Provide special education in all schools to meet the needs of the emotionally disturbed, mentally retarded, visually handicapped, and other children with special problems.

E. Incorporate education for family life into the school curriculum, where it is not now present, with emphasis on giving teachers a better background in human growth and development and a thorough knowledge of the characteristics of the groups they instruct.

F. Expand in-service training for teachers to improve their understanding of subject matter, techniques, and materials.

G. Plan ways of stimulating interest and competence in mathematics and science among girls.

H. Encourage initiative and experimentation on the part of local school systems.

I. Appropriate additional money for research and experiment in education.

J. Introduce books and materials with pictures and content within the experience of all students regardless of cultural background.

K. Establish or expand the vocational programs for women in secondary schools, education industrial centers, and community colleges to include both "trades" and "technical" level courses appropriate to their occupational futures. Counsel women to broaden their interests in various kinds of training.

L. Establish a formal link between educational institutions—secondary schools, industrial education centers, community colleges—and employers to facilitate adjustment of vocational curricula to community conditions and the prompt employment of students who have completed vocational courses.

M. Expand literacy and basic education program for adults.

N. Publish in local newspapers lists of courses in training centers which are open to qualified women.

II. That voluntary organizations review the possibilities for co-operation with public agencies in arranging for and staffing the following:

A. Surveys of public and private employers in the community or county to assess the present and near-future demand for employees with various occupational skills.

B. Surveys to identify qualified persons willing to teach on a full-time or part-time, paid or voluntary, basis, or to provide other trained assistance in the public schools.

C. Tutoring and "big sister" arrangements for potential dropouts and other young people who need informal but trained and sympathetic assistance from adults.

D. Volunteer groups to work with preschool children who may enter first grade without appropriate cultural background.

III. That all colleges and universities in North Carolina and the State Board of Higher Education:

A. Recognize the increasing need for trained and professionally educated women.

B. Work toward a co-ordinated, well-directed adult education program to be offered by colleges, universities, educational television, and the industrial training centers to the end that North Carolina will develop an educated labor force from the level of technician to top executive.

C. Undertake the development of a broad program of higher education for mature students. The Commission urges the institutions of higher education in this state to make the necessary changes in schedules, counseling services, prerequisites, and admission requirements so that a qualified mature woman may work out an educational program appropriate to her needs. A flexible provision for evaluating past training and experience is needed.

D. Establish a committee with representatives from each branch of The University of North Carolina to review curricula and administrative arrangements relevant to the earning of undergraduate and graduate degrees by women over 25. A counselor for older students should be appointed on each campus.

E. Re-examine fellowship policy with an eye to making fellowships available for part-time work.

F. Reconsider the traditional view that a qualified woman should not be permitted to teach at an institution if her husband is on the faculty.

IV. That each county, through appropriate agencies:

A. Gather information on all colleges, business schools, nurses' training schools, and other adult education and training centers within commuting distance of residents.

B. Make such information available to interested women.

III.

Women and Politics

Summary

Nearly every aspect of home and community life is influenced by politics. Women have, therefore, an important responsibility to create understanding of the relationship between political decisions and daily life; to contribute to the making of essential political decisions; to increase the degree of political education of young and adult alike. They also have a responsibility to serve in party offices and positions of party leadership, as well as in elective and appointive offices in the various governments (local, state, and federal) which affect them.

The subject of almost every chapter of this Report—indeed, almost every problem of contemporary life—comes back in some way to political action. It is relevant, then, to discuss women and politics.

Some North Carolina women were politically minded long before they had the right to vote. After the Revolution, a New Englander visiting in Warrenton met the mother of Benjamin Hawkins who had been a member of the Continental Congress, and remarked that "she had more political influence, and exerted it with greater effect, than any man in her county." Early in the twentieth century church women, temperance groups, and women's clubs had already discovered that only through political action could their goals be accomplished. Even without the power of the ballot, women went into politics. The fight for suffrage was itself a political education for the women involved, and once enfranchised women leaders undertook to become active and influential in political parties. Today, in both parties, women do a great part of the necessary work in campaigns and elections. Many men familiar with such work believe that women add a vital dimension to political life. Women, perhaps more often then men, join and work for political parties because they care about issues.

The political contribution of women is not accurately reflected by the number who hold public office. There are approximately 125 women in county, state, and local elective offices. Six have been appointed to federal

commissions, and of these two have full-time jobs. In the past four years the number appointed to state boards and commissions has more than doubled to a total of about 350.

Although this last figure is impressive, especially when the appointments include the Board of Conservation and Development, the Board of Higher Education, and the State Prison Board, it should also be noted that there are no women on a number of major policy-forming boards. In at least one case, men on such a board have resisted the idea of women members. This is evidence of a common tendency to judge people by categories and not as individuals.

There are many reasons for the disproportionately small number of women in public office. While the women who are politically active are often extremely effective, they represent a small proportion of all the women in the state. Here, as in the nation, women actually outnumber men, but their voting turnout is lower. College educated women are as likely to be politically active as college educated men, but when one moves down the educational and economic scale, all political activity decreases, and women appear less active than men. In the South, Negro women are only half as likely to vote as white women.

It seems clear that far too few women have yet made the direct connection between their own active and informed participation in politics and the quality of community life, the effectiveness of state government, and the solution to many of their most pressing problems. Although the number of people who look askance upon women in politics is diminishing, the notion that politics is a "dirty business" deters some women.

In addition and in spite of the clear contrary evidence in North Carolina, some women regard their sex as lacking the capacity to cope with the complexities of political life or the power to influence political action. A similar lack of self-confidence has inhibited effective party workers from insisting upon recognition as a reward of service. Moreover, many well-qualified women may have difficulty taking posts which require them to be away from home.

Two questionnaires: political attitudes

The attitudes and expectation of the community are important. If more women are to be brought into government, cultural reinforcement for such activity will be essential.

A comparison of opinions drawn from two different groupings gives some insight into the attitudes of some of the women in this state. A questionnaire in the *Tar Heel Woman,* the monthly publication of the North Carolina Federation of Business and Professional Women's Clubs, was completed and returned by 275 women. A different questionnaire was answered by 230 women in four Baptist churches—white rural, white urban, white suburban, and Negro urban.

Of the business and professional women—all white-collar workers—three fourths talk about politics and public problems "often" with their

friends and family. A little over half talk politics with people at work, but 70 per cent "seldom" or "never" talk politics with club or church leaders, with government officials or political leaders. Three out of every five have tried to persuade others to vote for (or against) a candidate, about five out of ten have gone to campaign meetings, two out of five have helped a particular candidate's campaign, while three out of ten have contributed money or bought tickets to support a candidacy. Only 2 per cent, however, have themselves been candidates for office.

When asked to indicate whether they agree or disagree with various statements, 81 per cent of the business and professional women do not prefer to leave politics to the men, while 75 per cent of the rural white Baptist church women agreed they would prefer to. However, more than half the urban and suburban women (Negro and white) disagreed with the practice of leaving politics to the men.

The statement, "Public problems and political issues are often too complex for me to form an opinion about them," brought forth the following responses: about 65 per cent of the clerical, sales, and stenographic business women together with the rural Baptist church women answered in the affirmative; a similar proportion of professional, technical, and managerial women together with the urban and suburban church women answered in the negative.

Two thirds of the women questioned disliked "the strong emotions of most political discussion." The only group clearly of two minds about the emotional tone of politics was the suburban white churchwomen, half of whom are college educated, more than half of whom are under 40 years of age, and almost all of whom have family incomes over $5,000. This group accepts the excitement engendered by politics, but all groups of business and professional women, as well as the other three church groups, reject it two to one.

Women elected to office

What are the barriers to women's further participation in politics? A questionnaire was sent to women who hold elective office in North Carolina. For those who replied, the obvious barriers do not seem to hold. Eighty-four per cent of them have children; 39 per cent of these mothers had preschool children when they first become involved in politics. Eighteen per cent live in towns under 500 population; 46 per cent live in towns under 5,000. Fifty-three per cent live in highly rural Eastern North Carolina (as opposed to Piedmont and Western sections).

Currently, North Carolina with 100 counties has 12 Clerks of Superior Court and 32 Registers of Deeds who are women. It is important to note that a goodly proportion of these county officials make it clear in their replies that they "got in by the back door." Several were appointed to fill out the term of a deceased husband, and later elected in their own right; others worked for years as employees in the appropriate office. Some

of these women are active party workers; others make a point of disavowing partisan attitudes.

What keeps women from running for office? In free responses, the following themes were expressed by 93 North Carolina women elected to public office. They are listed in order by the number of times the idea was mentioned, from greatest (30) to fewest (2):

1. The attitude of men, or of husbands.
2. Apathy of women in general.
3. Antipathy toward the syndrome referred to as "politics." (Conflict, misrepresentation, compromise, etc.)
4. Women lack the necessary "resources"—information, experience, knowledge, interest, encouragement.
5. Home responsibilities. } Combined, these would rank second.
6. Lack of time. }
7. Fear. Fear of defeat, ridicule, or making decisions. } Combined, these would rank third.
8. Lack of self-confidence. }
9. Tradition. (Including "attitude of other women.")
10. "It's still a man's world."
11. Lack of energy.
12. Other commitments in the community.

How the men feel

A survey of 55 husbands of women elected to public office indicates that half of the men are not so active in politics as their wives. Two fifths are college graduates. With varying degrees of honesty and gallantry, only two husbands disagreed with the statement, "I enjoy living in the same house with a public official." Three dodged the issue, and the rest agreed. In response to the statement, "If my wife were defeated in the next election, I would be sorry," more than three quarters of the men said they would be sorry. Asked if they would hesitate to move because of their wives' political posts, 52 per cent of the husbands checked the reply, "I would not hesitate, nor would she." Except for six, who "probably would not consider such a change because of my wife's job," the rest report they would confer and deliberate at length before making a move.

Voluntary organizations: do they immobilize women for politics?

It was suggested on some questionnaires that many women do not go into politics because they are already immersed in voluntary nonpolitical organizations. One woman suggested that "the churches grab them up first." It is possible that working in a comparatively less exposed community organization allows a woman to feel that she is making an adequate civic contribution; this deprives the political parties of a good deal of potential talent.

The Commission would like to see this subject investigated further.

Education for responsible citizenship

Much of the training for responsible citizenship—for both men and women—is informal and is part of a general attitude toward the community absorbed from family, friends, and neighbors. Formal education for citizenship comes in the public schools. There, in addition to the skill and enthusiasm of rare teachers who imbue their pupils with an interest in public affairs, the seventh-grade curriculum requires a course in North Carolina history, geography, and government. There is an eighth-grade course in American history, geography, and government, an elective ninth-grade course in civics, and a newly developed television course for ninth-grade on local, state, and national government. Tenth graders may take world history; eleventh graders, United States history and government; and twelfth graders in some schools may elect one semester each of sociology, economics, or advanced government, or a full year of "Problems of Democracy."

One obvious and important way in which women's groups could contribute to education for citizenship would be by organizing lively programs on practical politics for civics classes or high school assemblies.

Such excellent films as the North Carolina Film Board's "The Ayes Have It," on the State Legislature in action, are for rent, loan, or purchase to any interested organization.

Most women's organizations give some attention to public affairs each year. These programs might be enlivened by sessions on "How to Join a Political Party," or "How to Run for Office," using actual case history material, and bringing in local party people who are willing to talk about their experiences. It is especially important that the connection between regular political activity and the larger issues of state and national policy be dramatized. We are encouraged by the fact that one member of the Commission, by simply suggesting to the Y.W.C.A. that it be done, was able to initiate a six-weeks practical politics course which drew enthusiastic response.

Party participation

Political education is important and is a task for which women are well suited, but it offers no substitute for actual party participation. Many of the most important decisions affecting the lives of all of us are made by party leaders, and the people who carry out these decisions are often chosen through the political process. It seems probable that few women (indeed, few citizens) know how to go about taking part in the formation of party policy. This is ironical, since the process is not really difficult.

Any registered voter can attend the precinct meeting of her party. These meetings are usually small, the precinct committee nearly always needs workers, and from this base the party is built. A woman who will take the trouble to learn the party structure, find out what issues people

care about and form an opinion about them may already be on the way to a position of political influence. If, in addition, she is willing to work, she may in due course become a local leader. From this base a woman can move on, if she is persistent, into county and state affairs.

Both Democratic and Republican plans of organization specifically provide that women must hold certain offices on the precinct, county, and state committees. In the last two years the Democratic party has amended its rules to grant a vote to the precinct vice-chairman (usually women) on the important county executive committee. The toehold exists: it is up to the women to turn it into a foothold.

Local government offices may be chosen without reference to party, and in such cases the best way to be effective is to volunteer to work for a candidate. For a person primarily interested in national politics it is possible to volunteer to work in headquarters during a national campaign. It should be said, however, that the real power is wielded by those who hold party office at the county and state level.

The question of money cannot be overlooked. Supporting a candidate financially is as important as giving one's vote, and contributing to the party is another avenue to participation.

More women in office?

If more women become active in political parties, the number of potential candidates will automatically increase. It is vital for all women in party organizations to be alert to the possible availability of other women and to organize support for any woman who is competent and willing to run for office. All but the most determined need help and encouragement to become actual candidates.

The Commission is not suggesting that women run for office or be elected *because they are women,* but because women represent a reservoir of talent for public service which has hardly been tapped. We *are* suggesting that many of the changes women want can only be done through the political process.

The woman who thinks she would like to become a party officer or run for office needs to begin by learning how to work with all sorts of people. She needs to know something about party organization, to develop a wide acquaintance in the community so that she understands the problems of various groups, and to build a reputation for being informed, straightforward, and trustworthy. She must learn to listen.

Since the cultural pattern does little to reinforce women who are candidates and party leaders, such women should try to be better informed, better organized, and more tactful than men in the same position. They must be prepared to be persistent and resilient. One woman candidate in the state was recently elected to office after five unsuccessful attempts. Politics is emphatically a game that is learned by playing.

More policy-making appointees

If women are to bring their talents to appointive office, the national committee woman and the state vice-chairman must constantly seek to build a list of qualified and available women to put before the governor and other appointing officers when vacancies occur. These women leaders must establish the widest possible acquaintance with women throughout the state in their search for competent candidates. Experience suggests that only constant pressure from politically active women will ensure appointment of women to office.

Registration and voting

All women, no matter what their other interests, should be urged to make at least the minimum commitment of registering and voting. The evidence is that mere exhortation to vote is not enough to get out the vote. A constant effort must be made to show why voting matters in any campaign.

RECOMMENDATIONS

The Governor's Commission on the Status of Women recommends:

I. Concerning education,

A. That women's organizations of all kinds plan public affairs programs which include practical political know-how, and which dramatize the local implications of national and state issues. Such programs might be offered as a public service to other organizations.

B. That (1) information on party structure and actual party operation be included in high school curriculum, (2) women's groups offer help to high school teachers in bringing party leaders and useful films to the schools.

C. That the Democratic and Republican Women's organizations join forces to write, print, and circulate a lively pamphlet called "How to Go into Politics," again using case history material and examples with which women readers can identify.

D. That (1) the North Carolina Chapter of American Women in Radio and Television initiate a series of "Women in Public Life" programs which make dramatic use of real-life case histories, (2) the Association of North Carolina Press Women plan a similar series for the newspapers.

II. Concerning practical politics,

A. That every woman in the state with a concern for community welfare undertake some form of responsibility in the political party of her choice.

B. That the vice-chairman of each political party initiate a continuing leadership roster from which names can be drawn when appointments are open.

III. Concerning future study,

That advanced students of political behavior in institutions of higher learning in the state consider making a study to determine the motivation of women in politics and to answer some of the questions implicit in the material presented here. It would be useful to discover the degree to which a woman's self-confidence and a reliable "following" developed in voluntary organizations may be transferred to the political party. Does loyalty to individual leaders among women in organizations differ in any way from the network of associations men establish through civic and fraternal organizations? Other such questions might be examined.

IV.

Home and Community

Summary

The improvement of home and community life requires public as well as private effort. Many aspects of our lives which were once considered private are now a concern of the community as well as of the individual. Women have a particular responsibility in the area of social welfare to see that things which can only be done through joint effort are done, and that they are carried out with an awareness of the uniqueness of the individual and the human problems of an industrial civilization.

It would be poetic exaggeration to say that no community is stronger than its weakest family, but the fact remains that in the strength and solidarity of family life lies the hope for maintaining the *human* emphasis in our increasingly mechanized society. Though family life is highly personal, there are many accepted ways for public and voluntary agencies to provide supportive services. The solutions of many problems that our grandparents would have considered purely private have taken on an institutional form at a time when high mobility and rapid social change challenge the traditional family structure. The Commission has examined some of the specific areas in which it feels that public action can promote personal happiness and security and increase community well-being—by helping *all* men and women to utilize their full potentials.

Census data for 1960 show that, of the 1,600,721 North Carolina women who were 14 years of age or over, only 328,141 were single; 647,525 had at least one child under 18 years of age. A little more than half of all women aged 35 to 64 (364,297) did not leave home for paid employment. But 36.5 per cent (236,321) of all mothers in the state were in the labor force.

Stresses in family life are not confined to any income or educational level, but they are more serious in low-income families where poverty is added to other strains. Increased public concern about "the cycle of poverty" has resulted in various plans to help such families at critical points break the cycle and offer hope to the younger members.

On the surface, the total cost to taxpayers of social welfare services may seem large; but the hidden cost of *not* providing such help is much greater. The child who becomes a productive member of society not only pays his way in dollars-and-cents but represents a human value conserved. It costs far less to prevent failure than to deal with it after the fact.

The Commission has not tried to cover social welfare exhaustively or in technical detail, but has asked which areas are most important to women as homemakers and citizens. It has examined day care, homemaker services, recreation, family services (including family planning, counseling, and family life education), community planning, and the prevention of juvenile delinquency. Historically women have led the way in recognizing these and other social needs and in finding ways to meet them through individual or organized efforts.

Day care

The traditional place for children who are not at school is at home, but the realities of North Carolina life in the 1960's suggest that it is impossible for all preschool and after-school care to be provided at home. In round numbers, 120,000 women are heads, often sole breadwinners, of families. Nearly a third of all mothers with children under six were at work or seeking work in 1960; nearly 40 per cent of all mothers in the state were working. Some of their children are cared for by relatives, neighbors, or private household help; many children have no supervision while their parents are away from home.

It is evident that the number of licensed facilities in the state is inadequate to meet the total demand for day care. There is currently an average of only *one* space per licensed facility available for every 17th mother in the labor force with preschool children. If mothers in the labor force with children of preschool *and* school age are considered, there is only one space for every 34th employed mother. As of March, 1964, there was space in licensed day-care centers for 5,369 white children and 1,669 Negro children. There are, in addition, some unlicensed day-care centers. But unless centers are regulated by responsible agencies, there cannot be a guarantee of good standards and adequate protection of the children cared for.

Also in need of day care are children who are emotionally and physically handicapped, or who are retarded. There are only two licensed facilities in the state for both physically handicapped and mentally retarded children. There are limited facilities for the special group of children whose parents are migratory farm laborers.

The Commission believes that there is a pressing need for a rapid expansion of licensed day-care homes and day-care centers; that standards for all public and private day-care facilities should be regulated by law; and that day-care costs should be met realistically, with public funds when necessary. Although the Commission is most concerned about providing day care for those children with the greatest need, it hopes that eventually

day care will be available in all areas of the state for all children who can profit from this type of care.

Juvenile delinquency

Although the figures for North Carolina are not as alarming as for the United States as a whole, juvenile delinquency is another area of special concern to this Commission. A major factor in delinquency is the absence of strong family relationships, and parents and communities cannot await the results of current research on the causes and cure of delinquency before taking some obviously necessary steps.

In this state, as elsewhere, there is cause for grave concern in the large number of young people who are unemployed. Unemployment rates are higher among school dropouts than among those who finish high school and higher among the minority groups than among whites. There is a fundamental need for more jobs, which can only result from an expansion of the economy—a goal which has motivated every recent state administration. However, as the number of jobs increase, youngsters must be trained for them.

A high correlation between school dropouts and delinquency has been established. North Carolina's dropout rate is estimated to be 50 per cent of those enrolled in public schools. A beginning has been made in finding out why youngsters drop out of school and what educational patterns can be devised to bring them back.

The Commission feels that a state kindergarten program would decrease the likelihood of later dropout for any given child; and that school social workers serving the elementary schools might identify children with serious behavior problems and help them and their families toward improving the quality of family life and parental understanding.

Homemaker service

"Making a home" is an essential responsibility for women; yet many know little about the essential skills. Others are overwhelmed by family crises. There has been a growing interest in providing homemaker service for families whose homes are threatened by illness, death, or social maladjustment to tide them over periods of stress. At the same time there has been a realization of the need for teaching many mothers the basic skills of homemaking, buying, child care. Each county welfare department should have on its staff one or more mature, experienced women who could manage a home through a crisis or offer homemaking training to help a family help itself and attain a better level of living.

North Carolina has homemaker service available in a quarter of its counties; another quarter hope to add this service in this coming fiscal year. To date, there are 74 homemakers serving approximately 600 families at any given time. Such service offers a vast, untapped potential in maintaining wholesome family life for thousands of children, the elderly, the

ill and disabled, and disadvantaged families. An expanded homemaker service program would benefit our citizens and at the same time offer a promising career opportunity for women whose primary skills lie in this direction.

Recreation

The country's growing leisure time calls for specific planning for a recreation program available to persons of all ages. Increasingly, attention must be focused on the special needs of teen-agers for wholesome recreation and on activity centers and related programs for the rapidly expanding older population. As is true of many other areas of social need, the recreation field can provide interesting jobs for women of all ages.

Preparation for family responsibility

Although the family is the most important influence in our lives, most preparation for family life seems to pass haphazardly from parents to children. Skills, knowledge, and attitudes that make for stronger families and better lives must increasingly be part of the educational process. Though some attention is given to traditional functions—such as infant care, parent-child relations, and nutrition—matters of economic importance, including consumer education, are largely ignored. A recent Department of Agriculture survey in North Carolina found that improvement in a woman's buying habits can raise a typical family's economic standard of living as much as 20 per cent.

Family planning

Though few things affect a family more than its size, there has been little discussion of family planning as it relates to women's lives and socio-economic problems. People most in need of help in this area get it least; yet, all experience indicates that such help is eagerly sought when it is available.

North Carolina women pioneered in bringing family planning into the state. In more than three fourths of the local health departments, some type of birth-control program exists. A pilot program in Mecklenburg County has received national recognition; a recent nine-county experiment, launched by the Maternal and Child Health Division of the State Board of Health, seems to hold considerable promise.

Some of the more obvious benefits of a state-wide family planning program would be (1) decreased rates of maternal and infant mortality; (2) decreased rate of premature infant births; and (3) decreased rate of children with birth-related defects. Less obvious, but of great importance, would be the increased opportunity for education and training of children as family size became more directly related to economic and other resources.

Family counseling

A great variety of people and agencies are attempting to provide counseling for North Carolina families in trouble. These include family service societies, mental-health agencies, ministers, psychologists, psychiatrists, lawyers, social workers, judges, physicians, and school counselors. The average urban family is more likely to have access to family counseling than the rural or small town family.

There are no reliable figures as to what percentage of the state's 1,250,000 families need help at some time in handling their problems, but all the evidence suggests that the demand far exceeds the supply of qualified marriage and family counselors. It is also likely that many people who could benefit from such service either do not know of its existence or regard it as something for other people.

The Commission believes that there should be (1) state-established criteria for qualifying family counselors (requisite for state certification), (2) co-ordination of family counseling facilities throughout the state, and (3) effective spread of information about approved services to families in need of them.

Aid to families with dependent children (AFDC)

The AFDC program grants financial aid (federal, state, and local money) to needy families with children under 18 who are deprived of parental support because of death, incapacity, or absence of the parent. Increasingly the focus is on *families* with the intent of giving children opportunity for wholesome development within their own families.

In 1963, North Carolina, exercising a state option, removed unemployment as a reason for granting AFDC. Consequently, the program encourages the unemployed father to desert his family so that the children can be eligible for financial aid; and thus the children are further penalized through family breakup.

Because a parent sometimes cannot be employed at decent pay because of lack of skills, additional federal legislation provides for community work and training programs for employable members of AFDC families; also a family can receive aid while the parent is being trained for a job. Another program provides 75 per cent federal matching funds for adequate casework help to families during the transitional stage of moving from dependency to self-sufficiency.

The Commission strongly urges that North Carolina reinstate unemployment as a basis for granting AFDC to needy children and that the allied programs of community work and training and increased social services be adopted. Proportionately more federal money is granted to states adopting all three programs.

The combined programs offer more than palliative aid. It has already been demonstrated that AFDC children in the combined program do better

in school than their parents did. There has been enthusiastic response to this program that helps families to help themselves.

At the same time it is urgent that AFDC grants be increased so that children will have their minimum needs met. So long as North Carolina does not reach an average grant of $1.00 per day per child, not only do children suffer, but also the state loses available federal matching funds.

Immediate advantage should be taken of the recent change in federal law which permits a state to extend its AFDC program to include young people 18 to 21 years of age who are in high school or taking vocational training.

Community planning

Over-all community planning brings together and co-ordinates the work of private and public agencies, volunteers and professionals, but many communities lack such a co-ordinating agency. Physical planning for better communities has been much to the fore, but community service planning is equally significant. When resources are scarce in relation to need, there is added reason for making sure that all the people who are working for community welfare are co-ordinating their efforts in all appropriate ways. Here too federal funds are available to pay 75 per cent of the costs of the state and local staff devoting their time to the area of community services.

The North Carolina Fund and the Economic Opportunity Act of 1964

An exceptional opportunity for community planning of social welfare services has come into being with the establishment of the North Carolina Fund and the passage of the Economic Opportunity Act of 1964. Community action committees are now being formed in many counties to draw up programs based on local needs. Women with a background in social welfare work may be able to make a significant contribution by working with these committees as they survey needs and determine proposals to make to the state and federal governments.

RECOMMENDATIONS

The Governor's Commission on the Status of Women recommends:

I. To the North Carolina General Assembly

A. Concerning day care,

1. An expanded day-care program, including public and private facilities, with the goal of securing enough adequately supervised facilities to provide care for all children of working mothers who need this type of care.

2. Mandatory licensing of all day-care facilities, with standards to be set by the North Carolina Board of Public Welfare.

B. Concerning Aid to Families of Dependent Children,

1. That the North Carolina legislature reinstate unemployment as a sufficient cause for granting aid to families of dependent children, and that the allied programs of community work and training and increased social services be inaugurated promptly.
2. The AFDC payments be increased to provide for the minimum needs of children.
3. That efforts be made to take advantage of the recent federal law which permits AFDC payments to children 18 to 21 who are in high school or a vocational training program.

II. To the State and County Boards of Public Welfare and Boards of County Commissioners

A. Concerning homemaker service,

The establishment of a service in every county to be available to the aged, convalescent, acutely or chronically ill or disabled persons, and to give guidance to mothers in home management and child care.

III. To the State and County Boards of Public Health

A. Concerning family planning,

That family planning programs now under way in many counties be established in all county health departments.

IV. To local governments in the state

A. Concerning recreation,

That communities be encouraged to adopt recreation programs based on a co-ordinated community effort, with at least partial support from tax funds.

V. To communities,

A. That each of our larger communities which does not yet have some form of community council take prompt steps to establish such an organization for the purpose of co-ordinating the various social welfare programs, both public and private, now going forward, calling attention to unmet needs and marshalling efforts to meet those needs.

B. That each community make such surveys in the areas of health, family and welfare that will permit it to weigh needs against resources and provide a basis for community-wide planning.

C. That the community action committees now being set up to take advantage of the Economic Opportunity Act of 1964 work to co-ordinate all the welfare programs in the community, and encourage wide citizen participation in their work.

V

Women As Volunteers

Summary

Voluntary work for many years has been the prerogative of the upper classes. Lady Bountiful, who went about in flowing skirts and picture hat dispensing small favors to the poor, has given way to the earnest volunteer who strives "to meet an unmet need." All too often the persons being served, just as in the days of Lady Bountiful, are not themselves involved in the process. All organizations need a concerted drive to broaden the membership base, and agencies using large numbers of volunteers need to look beyond the upper classes for their personnel.

It is increasingly clear that significant change occurs only when volunteers help people to help themselves. If organizations will operate on the democratic assumption that all people, including those on the "rim of poverty," can work and plan effectively if given the necessary facilitating forces, a broad step shall have been taken in North Carolina toward the motivation and increased purposefulness of all the state's human resources.

American women have customarily extended their traditional nurturing and supportive role beyond their homes through voluntary work. Every day women in North Carolina volunteer time and energy for services and programs which enrich the life of the community and of the state. Many women work with little thought of reward and sometimes in the face of opposition. They work, individually and as organizations, because they see crucial needs which are not being met.

North Carolina women have never waited to be reminded of their civic duties. As early as 1810 almost every church in the state had a female benevolent society which not only ministered to the sick and needy but also raised funds through the sale of needlework and cookery to repair churches, build parsonages, and purchase communion plates.

Women's groups concerned with particular social issues were organized in North Carolina before 1860, as were cultural associations such as literary societies. By 1900 groups working for civic improvement began to appear. In 1902, the North Carolina Federation of Women's Clubs gave evidence of the widespread development of such associations. Seven years later, the North Carolina Federation of Negro Women's Clubs was created. Beginning in Raleigh in 1909 college women organized branches of the Southern Association of College Women which later merged with two other regional societies to become the American Association of University Women.

In the second decade of the twentieth century, the Agricultural Extension Service of North Carolina State College received a grant from the Rockefeller Foundation for home service work with rural women. This program led to the formation of Home Demonstration Clubs, and eventually expanded to include family life education and cultural and civic projects. By now this program reaches 49,000 white women and 19,000 Negro women and is supported by federal, state, and county funds.

The number of organizations composed entirely or predominantly of women grew as the twentieth century moved on. World War I stimulated the formation of new ones, as did the Depression and World War II. Today women are working in over 150 state-wide and regional groups, most of which are affiliated with a national organization. Of these at least 25 are for Negro women, but a gradual tendency is under way toward memberships which cut across racial and class lines. There is also an increasing tendency for women to participate in organizations with men.

An effort to bring into focus the rapidly increasing work of women's organizations began in 1920, when the State Legislative Council was organized by women's groups which were supporting social legislation. Local councils of the National Council of Negro Women were organized in 1935. The creation of the Department of United Church Women in 1943 represented an ecumenical step among women's religious groups. In 1952 the North Carolina Council of Women's Organizations was set up to co-ordinate the work of a very large number of women's organizations.

All these voluntary associations have given women an opportunity to develop their capacities for leadership. In the beginning the leaders were often graduates of North Carolina colleges and institutes, women who had some leisure and few other opportunities for self-expression. Today women leaders come from a wide variety of backgrounds, but have in common a willingness to serve the community.

What women volunteers have achieved in fifty years

The achievements of these organizations in the last fifty years point to the seemingly impossible tasks women can perform when they work together. The usual pattern has been for a handful of women leaders to pioneer a new effort, working to create an informed public opinion strong enough to support a particular undertaking. It has sometimes taken thirty,

even fifty, years to reach a goal. In few instances can a woman's organization claim the sole credit for a specific piece of legislation. While the conception of a program may have been put forward by a particular organization, it has usually taken the joint efforts of many, both men and women, to bring about change.

Among the important measures in which women's organizations have played a key role are: the establishment of the Extension Division of The University of North Carolina at Chapel Hill, the State Department of Public Welfare, and the State Library Commission; correctional institutions for female offenders; prison reform relating to probation and parole, replacement of county chain gangs with the current county prison camps, separation of the prison system from the State Highway and Public Works Department, abolition of flogging, establishment of a rehabilitation program for prisoners; juvenile and domestic relations courts; laws for the protection of women and children in industry; the Workmen's Compensation Act; the Minimum Wage Law; programs for public assistance to dependent children, the needy, aged, blind; laws for protection of children in adoption; first the six-, then the eight-, and finally the nine-month school term; the twelfth year of public school; and more recently the court reform amendments which will eventually produce change overdue for more than a hundred years. Women have also strongly supported the recent program for higher education, including the authorization of community colleges and increased funds for public education.

Today perhaps more North Carolina women are engaged in church work than in any other field of voluntary activity. Many rural women and women with full-time jobs who can give time to only one volunteer activity usually choose church work. But for the volunteer services of women scarcely a Sunday School would open, a religious youth program be developed, or a church fellowship expanded. Women raise large sums each year to keep missionaries in foreign fields, and they do not neglect religious work at home. One state-wide women's society has established an endowed chair in a church-related college and another has built a student religious center in a tax-supported school.

Women's groups have recently been moving toward the study of public affairs and international relations with emphasis upon the urgent necessity of every citizen's being informed about issues in this age of rapid change. Mrs. Sallie Southall Cotten described the beginnings of this movement more than fifty years ago:

> In those early efforts, Village Improvement Societies and Betterment Associations were very popular and inoffensive to the masculine critic, while training women for further activity. From the beginning Library Extension was recognized as a factor in the education of all women.

Today women are stressing the importance of study and training for the total population—men and women alike. They turn to the institutions of learning in the state for continuing education as they seek both information and increased skills.

The functions of a voluntary organization

The Committee on Voluntary Organizations defines a responsible voluntary organization as one which contributes to the general welfare of the community and to the personal growth of its members. In some organizations women volunteers work in co-operation with professional staff members; in others volunteers do all the work.

The functions of a voluntary organization are chiefly three:

- to promote the personal enjoyment of the members and, either primarily or incidentally, to contribute to their cultural, spiritual, and educational enhancement;
- to provide service and sometimes financial support to other persons or segments of the community; and
- to furnish a channel through which concerned women may become involved in public affairs programs directed toward raising the level of awareness of community problems, providing information as a basis for action, stimulating actual participation in political and social issues, and helping to keep government responsive to the needs of citizens.

Many organizations function in all three categories; others are devoted to the first function, still others to the second, and a few, dedicated to public affairs, operate only on the premise of the third. Sometimes the stated purpose of an organization has nothing to do with its actual functions and programs. In such an organization the highly motivated members are likely to withdraw and form a new organization better suited to their preferences, and the original organization loses members and gradually declines. This is a process which has been operating in women's organizations in North Carolina for many years, but it is a characteristic of all organizations and even of institutions such as the church and the political party.

Who does volunteer work?

The Committee sent questionnaires to 140 women actively engaged in volunteer work, and 80 returns came in. The women who filled out the questionnaire range in age from the early 20's to 80; they include both white and Negro women; they live throughout the state from Wilmington to Asheville, from Charlotte to Henderson; they have incomes ranging from less than $5,000 to $12,000 a year or more. They include women who are single, widowed, married without school-age children, and married with school-age children; they include women who are employed full-time and part-time, women who are retired, and women who have never been in the labor force.

If these replies are typical, it would seem that the average woman volunteer in North Carolina is 50 years old or more, married, with children, does most if not all her own housework, is not gainfully employed, and is in an above average income bracket.

The returns from this questionnaire are supported by the findings of a

survey made in 1957 of 41,500 farm women working in the North Carolina Organization of Home Demonstration Clubs. The average farm woman engaged in home demonstration club work was 50 years old or more, in the highest brackets of farm income, married with school-age children, did all her own housework, and was not gainfully employed.

One director of a state-wide voluntary service found that the volunteer help in her agency was far younger than the average age quoted above. Frequently such women are wives of young business executives who are transferred from city to city on comparatively short tours of duty. Their motivation for volunteering may be as much a search for congenial friendship, recognition, and desire to achieve social status as interest in any particular substantive issue.

Why do women engage in voluntary activities?

The Committee on Voluntary Organizations wanted to know why women engage in volunteer work. Offered a list of twenty-one reasons for doing volunteer work, most women who received the questionnaire checked four as being most important: "to give to others," "the work is extremely interesting," "it is terribly important that the work be done," and "I have learned a great deal." Fewer women, but still more than half, said they worked from a sense of duty, "duty as a member of my religious faith," and "duty as a citizen." Reasons given as most important can be classified into four general categories: stimulation, duty, nurture, and companionship.

The 80 women who returned the questionnaires listed a total of 254 volunteer jobs in which they are engaged. Most women listed three or four. Five listed only one activity, and some listed five, seven, and even ten volunteer jobs, saying, "These are not all but most of my major responsibilities."

For example, here is what a 50-year-old woman, part-time employed, with a school-age child, no domestic help, and a yearly income of less than $8,000, does in two hours of volunteer work a day. She was formerly president of her PTA and now does committee work and telephoning for the group. She is an organizer, speaker, chairman, strategist, and copy writer for her political party. She serves on a state government board, gives speeches, and does counseling work for the board. She speaks at various church meetings and serves as hostess for her church.

As another example, an 80-year-old woman with a household domestic who comes in half a day a week is president of the federated women's club in her community, chairman of an AAUW committee, on the official board of her church, regularly attends the meetings of the woman's society of her church, is chairman of an important committee of a state-wide women's organization, and is a member of a county governmental board.

Of the volunteers responding to the questionnaire, nearly a third spend 20 to 40 hours a month in volunteer work, one out of four gives 40 to 59 hours, and one out of five spends 60 hours or more a month in volunteer work.

The work these women do falls into 18 categories with the majority engaged in civic work and more than half in church work, a little under half in educational work, and a fourth in child and youth-centered programs. The remaining fourteen categories of work include: hospital auxiliary work, social welfare agency work, creative arts, fund raising, politics, state and community government boards, health related activities, work with senior citizens, interracial activities, work in professional organizations, recreation commissions, civil defense, and temperance.

It would appear that there are three types of volunteers: those who engage in administrative work; those who carry out programs, including the broad category of aide activity such as hospital auxiliary work; and those who serve in an advisory capacity.

The professional looks at volunteers

The Committee on Voluntary Organizations also wanted an appraisal of volunteer workers from staff members who work with women volunteers. Nineteen of the 30 staff members who were sent a questionnaire replied. Since the majority replying were those who supervise volunteers rather than those who work with volunteers toward the development of a program, the replies reflect the attitudes of the supervisor rather than the group worker. All agreed that the work of the volunteer is indispensable.

Those least favorable in their assessment of volunteers were also least likely to indicate that the volunteer should be involved in all of the seven steps which usually are part of program or project building: clarification of purpose, selection of key personnel, statement of goals, allocation of specific responsibilities, training of volunteers for their role, step-by-step evaluation, and over-all evaluation of effectiveness. Nevertheless, more than half of the professionals thought it necessary to involve volunteers in all seven steps so that the volunteer would identify in a meaningful way with the program. In support of those who thought it best not to involve the volunteers in such steps as clarification of goals, selection of key personnel, and step-by-step evaluation, it should be pointed out that the current rapid turnover in volunteer personnel sometimes makes it impossible for volunteers to take as much part in program planning as would be ideally desirable.

Professionals who were most favorable in their assessment of volunteers were more likely than the others to work with a large number of volunteers (300 or more a year), to be the only professional on the staff of their organization, and to have worked more than 16 years as a professional in North Carolina.

Two agencies queried provide nursery service for the children of volunteers, and one also furnishes lunch, but a majority of professionals thought it impracticable for the agency to devise ways to make it easier for the volunteer to give her service and also meet her family obligations. The

majority agreed that a volunteer is useful only when she is able to bear the cost of volunteering.

A staff member who directs a group work agency in a Piedmont city pointed out that voluntary organizations are in a crisis situation because of competition for members, increasing numbers of organizations with overlapping programs, and the flow of women into the labor force which reduces their leisure time for volunteer activities. Volunteers must continue to carry the big responsibility for administration, others said, and no agency can do without them. Still another wrote, "The woman volunteer is the keystone to practically all volunteer service in this community, for though many interested men provide leadership in many areas . . . the women actually do the work and carry the service load."

Training the volunteer

The enormous potential contribution of volunteers is presently limited by several factors:

—Women with volunteer interests and trained or latent skills often do not know how they can make themselves useful.
—Prevalent attitudes of social-class differences which cut across racial and class lines often deter and prevent a woman from volunteering her services.
—Agencies and organizations with responsibility for providing community services are understaffed and failing, or hard pressed, to meet their commitments.
—Few voluntary organizations operated entirely by volunteers and few agencies using volunteers for community service are giving adequate volunteer training; nor is this training being supplied on a broad base by the educational institutions in the state.
—The lack of an efficient co-ordinating force is preventing the resource potential in volunteers and the community's unmet needs from being brought together to produce results which are mutually satisfying.

All—professionals and volunteers alike—agreed that the usefulness of the volunteer and the personal satisfaction she receives from the work would be greatly increased if the volunteer were trained for the work she is to perform. With notable exceptions, few service agencies using volunteers, few organizations supplying volunteers, and few organizations in which all the work is performed by volunteers give adequate training.

A state-wide, co-ordinating agency which would furnish basic training of volunteers and also bring together volunteer resources and needs while promoting, at the same time, the development of similar co-ordinating services in the local communities would go a long way toward meeting the crisis situation now facing voluntary organizations. Since 1952, one agency, the North Carolina Council of Women's Organizations, has been providing a state-wide training program for volunteers through its annual Leadership Training Workshop given in co-operation with the Extension Division of The University of North Carolina at Chapel Hill. This workshop, combined with the Council's Leadership Roster, might easily be

expanded into a much needed co-ordinating agency at the state level. It might set up district training programs, expand the Leadership Roster into a state-wide volunteers' bureau, and at the same time give assistance to communities in setting up local programs. The training programs might include instruction in general leadership skills such as public speaking, parliamentary procedure, how to arrange conferences, how to lead discussions, how to work in and with groups, techniques of recruiting, training, placing, and directing volunteer workers.

The work of training volunteers should not be left solely to a state-wide or community co-ordinating agency, however. All service agencies and all voluntary organizations which use volunteers or depend entirely on volunteers for program development should conduct their own training sessions.

Voluntary organizations have probably offered women a wider opportunity for the development of leadership than any other field of activity.

How have they gone about their work? Knowledgeable representatives of five Charlotte organizations that have made outstanding contributions to the community joined a special group of the Committee on Voluntary Organizations to explore this question. They came both from organizations with highly selected memberships and from those requiring only a small membership fee, and with no qualifications as to race, color, education, or creed. They were asked to prepare a written report on a project telling how the program had been planned and carried out.

An analysis of the reports showed that all five projects had certain characteristics in common:

- All met a specific need in the community.
- The purpose of the program had significance for those taking part.
- The project aroused enthusiasm and a willingness to work on the part of the volunteer.
- The implementation plan was worked out in such a way as to inspire confidence in the possibility of accomplishment; it provided also for a reasonable division of responsibility.
- Those who were to do the work took part in making the decisions.
- The project gave a sense of satisfaction and of growth to the volunteers.
- The work of the volunteer received recognition.
- In every case where professional or expert counsel was indicated, the resources of the community or of the organization were called into consultation.
- All projects were able to show some results in a reasonable time span even though the entire program had not yet been culminated.
- All five organizations were affiliates of a national organization even though the local organization might have a great deal of autonomy.

Expanded services

As new social problems appear, voluntary organizations develop new ways of meeting them.

What new or expanded services should volunteers render today? This question was asked both professional staff members working in voluntary

agencies and the volunteers themselves. The majority of staff members thought the expansion of volunteer work should come in the area of direct services to people and agencies, particularly in the area of aide services in special education, classroom teaching, and rehabilitation programs; aides for social welfare workers, nurses' aides to assume more responsibilities on floor duty under supervision, and aides to render special services to patients such as tutoring in the children's wards and giving affectionate care to infants. Professional workers would also like to see voluntary organizations set up pilot projects as demonstrations in pioneer fields and, when the feasibility has been established, to turn the project over to a professional staff as was done with the cerebral palsy program in Raleigh and the special service for disturbed children in Durham.

Suggestions made by women volunteers themselves followed the same general pattern as those made by the professionals. They listed a total of 76 areas of work, 61 of which were for direct services to people, much in the area of the aide category suggested by professional workers. They also wanted to establish warm personal relationships with people in need: a homemaker service for families temporarily in distress, service corps for the aging, understanding work with the dropout, the retarded child, the culturally deprived child, the slum family—Negro or white—the mentally ill, the prisoner, parolee, the potential juvenile delinquent, the neglected girl.

A few, less than 10 per cent, thought women and their voluntary organizations should become involved in the study of current issues and after study proceed with appropriate action. The specific areas they mentioned included school integration, examination of the basic causes of interracial and intercultural tensions, support of the United Nations, the "war on poverty," and study of local issues followed by work in behalf of a higher caliber of local government officials.

There were also some who wanted voluntary organizations to work for programs of continuing education for women so that they might not only improve their skills but also keep informed about the rapid social changes now sweeping across the nation and the world.

These are ambitious programs. Some of those suggested as new and expanded services are already under way, but not one has been explored to its limits. If all, or even most, of women's voluntary organizations in North Carolina were to unite in just one major area, such as school dropouts or a related problem, the potential delinquent, forces would be set in motion which would profoundly change the life of the citizens of the state.

Some of the problems

As voluntary organizations move to face new areas of concern, they are aware of the crisis confronting them. All agencies in the state using large numbers of volunteers and all voluntary organizations are painfully conscious of the increasing difficulty of finding personnel. In the service

agencies this means that a conscientious little band of women overtax themselves and impose upon their friends and families. The same cluster of women is likely to be found as officers of several different voluntary organizations.

Many organizations will soon have hard decisions to make. They must re-examine their function and structure and perhaps even consolidate with similar agencies or find themselves with fewer and fewer members who are willing to devote time and energy to carry on programs which no longer have meaning for the members. The woman volunteer is likely to become increasingly selective in how she spends her leisure. As more and more women enter the labor force, they will find their fulfillment in jobs and turn less and less to activity in voluntary organizations unless the work is important and also stimulating. If the present proliferation of voluntary organizations continues, the competition for the time of the volunteer will be such that groups which are not sensitive to the processes of social change will be reduced to a handful.

Members of organizations can withdraw their support and shift their interests in other directions. Those professionally trained in group work and community organization can point out new techniques, but the problems confronting voluntary organizations can be resolved only by the actions taken by the agencies themselves.

The Committee on Voluntary Organizations of this Commission has sought to indicate the steps available to voluntary agencies which, in the opinion of the Committee, will keep them responsive to the rapid changes they now face. These steps they have summarized as being:

1. The development of well-trained, strong leadership.
2. Clearly defined, realistic goals.
3. Increased participation of membership in organized planning.
4. Recognition of work well done and good reporting both to the membership and to the public of programs and achievements.
5. Self-study and frequent evaluation of organizational effectiveness.
6. A determined effort to broaden the base of organizational membership.
7. Greater application of new knowledge and research.

As a suggestion to women's organizations which may wish to sharpen their work techniques, the Committee on Voluntary Organizations, through study and discussion, has drawn up the following:

Guiding Principles for Effective Voluntary Organizations

I. *Purpose*

A. The objective of a responsible organization is twofold: to contribute to the general welfare of the community and to the personal growth of the members.

B. The specific goals (program and projects) of a voluntary organization are established by committee discussion and recommendation,

executive board endorsement, and formal approval by the membership.

C. To be valid, organizational goals are based on a careful analysis of factual situations.

D. A voluntary organization which considers its responsibilities seriously has both long-range and short-term goals clearly stated in a written plan with provision for periodic revision.

II. *Structure*

A. The constitution and by-laws of a voluntary organization are the framework within which the program is built.

B. The process of change must always be at work so that the organization will be responsive to the needs of its members.

C. The way a voluntary organization functions is always under the control of its members, whether they realize it or not. The members are always in a position to carry out the will of the group if they understand and operate within their constitutional rights.

D. The will of the group may be more easily determined if the organization periodically sets up self-studies and regularly analyzes and evaluates both the participation of the members and the ideas they propose for a more effective organization.

E. A dynamic organization trains it members in the history and traditions of the group and also seeks to develop their leadership skills and their knowledge of democratic group processes so that they may become more effective as members and at the same time play a more satisfying role in the achievements of the organization.

F. Those in a position of formal leadership (officers and committee chairmen) indicate by their behavior that their major role is that of encouraging the members to make constructive use of their time and their talents for the achievement of organizational goals.

G. An organization works best when officers, committees, and the entire membership are fully informed about the policies, projects, and programs. In this way the resources of the organization may be utilized effectively to attain program objectives.

H. The degree to which an organization accomplishes its objectives depends upon:

1. The clarity with which the goals are defined.
2. The relevance of these goals to the stated needs of the membership.
3. The clarity with which responsibilities are outlined for officers and committees and the extent to which the membership as a whole understands these responsibilities.
4. The technical training in subject matter and methods of procedure given those members who are responsible for carrying out the details of organizational work.

5. Opportunities provided for continual review and follow-up by those involved.

I. A responsible organization provides rotation of leadership for creative use of new leaders.

III. *Planning and Implementation of Goals*

A. The most effective procedure which a voluntary organization can follow is the democratic process.

B. The members of voluntary organizations have the ability to recognize, define, and solve their common problems and fulfill their common needs by working together co-operatively.

C. Organizational activities are more acceptable and more successful when developed by the members as a whole than when proposed by one individual or by a clique.

D. Voluntary organizations are more productive when both the officers and the individual members make an effort to improve their human relations skills, encourage co-operative and friendly attitudes, and continually evaluate progress toward goals and the means used to obtain those goals.

E. The means adopted to achieve the goals also are determined by committee action and not by one individual or by a small group.

F. Executive board and committee decisions are effective only when each member feels both freedom to contribute to the discussion and responsibility for carrying out the decisions made.

G. When a group functions effectively, ideas are dealt with on a basis of their value to the group rather than on a basis of who introduces them.

H. As a result of effective committee discussion, group consensus prevails even though individuals do not completely agree, but disagreeing individuals feel free to present their points of view.

I. A responsible organization makes constructive use of the time and contributions of its members.

RECOMMENDATIONS

The Governor's Commission on the Status of Women recommends that:

I. Voluntary organizations

A. Make a self-study to determine whether the Commission's "Guiding Principles" are being followed and whether steps need to be taken to meet the rapid changes which all voluntary organizations are now facing.

B. Prepare statements of immediate and long-term organizational

goals for review at their next annual meeting if such a review has not been undertaken within the current year.

C. Consider the advisability of affiliation with the North Carolina Council of Women's Organizations.

II. Professional staff members who work with volunteers

A. Make a serious effort to include working women and women of different economic levels, and different religious and racial groups, in order to broaden the points of view toward work and toward people and also to stimulate a greater desire on the part of a larger number of people to assume civic responsibility.

B. Increase understanding between professionals and volunteers by providing the volunteer with a statement of the policies and procedures of the agency and clearly worded instructions concerning the work to be performed.

C. Give the volunteer adequate training so that she may know what is expected of her and how to perform the task.

D. Grant recognition of the volunteer's worth to the agency and to the community.

E. Know the skills and evaluate the potential of each volunteer so that she may be placed in the work which she can best perform and which will give her a sense of accomplishment and enjoyment.

F. Consider the advisability of rendering some service to the volunteer such as providing lunch or maintaining a nursery for the children of volunteers. In this way the volunteer may serve the agency and at the same time meet her commitments to her family.

III. Volunteers

A. Evaluate the organizations in which they are participating to determine whether they are receiving personal enjoyment and a sense of achievement in the work. The volunteer might ask herself:

1. Is the work important, and am I making a contribution to human welfare?
2. Does it give me personal satisfaction or do the frustrations outweigh the sense of accomplishment?
3. Am I wasting time by involvement in several organizations with overlapping and even contradictory programs?
4. Have I overcommitted my time so that I can do nothing well?
5. Exactly what do I want and what do I need from membership in the organizations to which I belong? Where and how can I make my best contribution and receive in return a sense of fulfillment?

B. Undertake only those organizational duties for which they have the time, competence, and personal preference; and perform them with as deep a sense of responsibility as if they were professional staff workers.

C. Avoid voluntary assignments which have been stereotyped "for

women only" when the work does not utilize their skills for making a potential contribution.

D. If they have a leadership contribution to make, exert every effort to accept the opportunity to pioneer in policy-making positions previously open only to men.

E. Accept no position of responsibility on a government board, a voluntary organization, or a social welfare agency for which they have no competence or cannot quickly acquire competence through training.

IV. The North Carolina Council of Women's Organizations

A. Expand the enrollment of the Leadership Training Workshop co-sponsored annually since 1952 by the Extension Division of The University of North Carolina at Chapel Hill.

B. Make available training sessions in various locations in the state co-sponsored by the Council of Women's Organizations and such educational institutions as are available in the areas designated for these district workshops so that training will be readily accessible to as many women as possible.

C. Include in training such general leadership skills as public speaking, parliamentary procedure, arranging conferences, leading discussions, learning to work in groups, and also techniques of recruiting, training, placing, and directing volunteer workers.

D. Expand the Leadership Roster of the North Carolina Council of Women's Organizations to become a state-wide Volunteers' Bureau to serve as a co-ordinator between volunteer resources and needs and to promote the development of similar co-ordinating bodies in the local communities. The training and use of volunteers could then be purposeful, the offer of service meaningful, and the rewards both to the community and the individual volunteer genuinely significant. Such a Volunteers' Bureau could compile a comprehensive guide to part-time volunteer opportunities throughout the state.

E. Take the initiative in organizing local community councils where none exists. To be effective such councils should include both public and private agencies and all voluntary organizations working in behalf of community betterment. In instances where it seems unwise or impossible to organize a community council, explore the possibility of a local council of women's organizations.

VI.

Minority Women

If any citizen is interfered with in earning his living on account of his race or color, then he has a deep and well-founded complaint against society and must be listened to.

—Governor Robert Gregg Cherry, 1945.

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Summary

The Commission finds that women of minority races share all the problems discussed in this Report; in addition, they bear the burdens of poor educational and employment opportunity and the heritage of years of discrimination and segregation. Since Negro women in particular are more apt than white women to be heads of families and responsible, therefore, for the oncoming generation, it is felt that every effort—private and public—to remove their disabilities will be a benefit to our whole society.

Whatever special problems confront women of minority groups today in North Carolina must be recognized as part of the over-all problem created by a segregated society. Racial discrimination permeates the lives of racial minorities in employment, education, housing, personal relationships, and participation in community life and seriously affects their status as well as the economy of the entire state.

Family patterns

It is generally agreed that Negro families have been more matriarchal than white families. As pointed out in the report of the President's Commission on the Status of Women:

. . . The inability of many Negro men to get a decent job and earn a sufficient wage to carry the responsibilities of family life, has forced the Negro wife into the labor market where she often earns more than her husband . . . and therefore, not by choice, may become head of the household . . . Thus, the progress of the Negro woman—her personal advancement and that of the whole family—is inextricably bound to the improvement of opportunities for the Negro male . . .

Participation in community life

There are few opportunities for the Negro woman in North Carolina to participate effectively in activities that involve the entire community. With the exception of some of the social agencies and civic organizations which are integrated, most of the business and professional women's organizations have not invited Negro participation. This deprives the Negro woman of opportunities for professional and cultural development through these channels. As a result, Negro women have formed their own organizations, perpetuating and reinforcing segregation at a time when intergroup and interpersonal relations are increasingly recognized as essential to a democratic and free society.

Migration from rural to urban areas

Because of the movement of workers from rural to urban areas, the proportion of Negro females living in farm areas declined from 48 per cent in 1940 to 23 per cent in 1960. This migration has posed serious problems in housing, employment, interpersonal relationships, and adjustment to urban life. Poor people from the farms become poor people in the cities. The concentration of low-income people in urban areas raises critical questions for city planners and officials. Pockets of poverty affect the whole community.

Not public assistance, but full opportunity for the development of manpower potential and for employment and occupational mobility will solve the problem. The drain on urban economies of undeveloped manpower will continue to impede economic growth until ways are found to bring these people into the mainstream of education and opportunity.

Day-care facilities

According to the 1960 U.S. Census, there were 83,680 nonwhite women in the labor force in North Carolina with children under 6 years of age. The obvious question is: where are the children of these working mothers? As of March, 1964, there were in the state 297 centers for white children, 51 centers for nonwhite children, and 3 integrated centers. Total spaces available for white children: 5,369; for nonwhite children: 1,669. Eighty-five per cent of these spaces for nonwhite children are in the Piedmont region of the state. It must also be realized that many white children are not in day-care facilities because Negro household workers take care of them during the day.

Because of the limited facilities and high cost of child care, it appears that many nonwhite women depend on public assistance for support rather than supporting themselves.

Employment

A limited inquiry into the position of Negro women in the labor force in the State of North Carolina suggests that restricted and irregular employment is a basic problem.

The problem of employment opportunity is particularly acute for the Negro woman without a college degree; even for those with college degrees, employment opportunity is largely confined to teaching and educational services.

Because of the large proportion of Negro women who are heads of households and families, or who are working wives in husband-wife families, job opportunities for Negro women and their incomes significantly influence family relationships and child rearing among Negroes as a group. In 1960 women were at the head of more than one fifth of all North Carolina Negro families. This was two and one half times the proportion (8 per cent) of white families in similar circumstances. Whereas Negro families made up 20 per cent of all North Carolina families, they accounted for 39 per cent of all North Carolina families with female heads. In husband-wife families, 42 per cent of the Negro wives were in the labor force in 1960 compared with 38 per cent of the white families. Furthermore, 33 per cent of the Negro mothers in husband-wife families with children under 6 years of age were in the labor force compared with 17 per cent of the white mothers.

Because of economic necessity, labor force participation of Negro females has been higher than that of females generally. Although the number of Negro women in the North Carolina labor force increased by 46,000 from 1940 to 1960, in recent years participation rates of white females have been converging with those of Negro females.

Occupations and industries

A brief inquiry into the occupation and income status of Negro females in North Carolina indicates that their status has improved in recent decades.

The proportion of Negro females employed in farm occupations and in private household work declined by about 20 per cent between 1940 and 1960, while the proportion employed in white-collar occupations increased from 7 per cent in 1940 to nearly 12 per cent in 1960; the proportion employed in non-household services—a growing occupational group—more than doubled from 7 per cent to about 17 per cent.

In spite of these improvements, however, there is still an overwhelming concentration of Negro female workers in low-skilled and low-paid jobs. Moreover, the difference between the income of Negro female and all fe-

male workers at various levels of educational attainment in 1960 indicated that Negro women have been unable to turn their education to advantage in a manner comparable to other workers. Further indicators suggest that Negro women have not shared in the changing occupational structure of the state's labor force to the same degree as white females. The data show very clearly that significant changes in employment opportunity are needed if the employment status of Negro women is to compare favorably with that of white females.

In 1950 for example, clerical occupations absorbed about 95,000 workers in the State of North Carolina; in 1960, the number had increased by 63 per cent to 154,600. Nevertheless, Negro females accounted for only 2 per cent of all female workers in clerical occupations in 1960, the same as in 1950.

At the same time the proportion of Negro females employed in professional and technical occupations increased by 2.5 per cent compared with a decline of 1 per cent for white females. This no doubt reflects the high proportion of Negro women employed as elementary and secondary school teachers. Almost three fourths of those in professional and technical occupations were employed as schoolteachers in 1960, compared with slightly over one third of all white females in professional and technical occupations.

Negro women in North Carolina are concentrated in service occupations, largely as private household workers. Moreover, they make up the great bulk of all females employed in service occupations. In 1960, over 44 per cent (60,000) of all employed Negro women were in private household work. About 7 out of every 10 Negro females who worked were employed in services industries in 1960 compared with fewer than 4 out of every 10 white females, but fewer than 1 out of every 10 Negro females was in manufacturing compared with 4 of every 10 white females.

Negroes are also grossly under-represented in some of the industries considered to be growth industries. Based upon their proportion of the labor force, Negro females are under-represented by 75 per cent in government, finance, insurance, real estate, and manufacture. They are over-represented by 100 per cent in agriculture and in the services.

Social Security rights

Under the Social Security Law, employers of domestic help are required to pay (and to deduct from wages) Social Security taxes for an employee who earns $50 during any calendar quarter. There are no figures on the extent to which this law is observed, but some revenue and Social Security experts estimate 50 per cent compliance with it. Many domestic employees are so ill-informed of their potential benefits that they are reluctant even to secure a Social Security number. A major educational effort is needed to inform employers of their obligations and to help employees understand their rights.

Wage and hour protection

Domestic employment is not subject to protective wage and hour legislation. Employees of eleemosynary institutions and small commercial employers (e.g., laundries, motels, and restaurants with fewer than 4 employees) also are exempt from coverage by protective labor legislation. At the present time there appears to be considerable opposition to securing coverage by protective legislation for these categories of workers.

Income

Income figures highlight the disadvantaged position of Negro women workers. Only in domestic service does the midpoint in income of Negro women equal that of all those employed in the occupation. In most industries the income of Negro females is about half that of all women in those industries. (No doubt the position of Negro females relative to that of whites would be even lower, since the total midpoint in income figures includes the income of Negroes.)

Only among college graduates do Negro women attain earnings equal to those of white women. Below the level of college graduates it is apparent that Negro females experience significant employment disadvantages judged by earnings received from work. A Negro female with 1 to 3 years of college, for example, earned an average of $999, only slightly more than $958, the average earnings of *all* females with 8 years of school.

Education and training

Between 1963 and 1966 the state's industries will require approximately 45,000 workers in excess of those to be trained on the job to meet expansion and replacement needs for 170 occupations. The Bureau of Employment Security Research has made studies of the needs for skilled, semiskilled, and technical workers, medical and health service employees, and workers in clerical, sales, and service occupations. A shortage of trained workers exists now, and this shortage will be aggravated unless training is provided through resources other than those of industry. The Employment Security Commission has proposed training programs to reduce the anticipated shortage of trained workers. Such programs would be most important to women and particularly to nonwhite women.

There is a heavy concentration of women in medical and health service occupations and in clerical, sales, and service groups, in which areas many of the job vacancies will occur. For example, in one of the studies mentioned above—a survey of 17 non-manufacturing industries—51 per cent of all the employees were women, while 89 per cent of the clerical jobs and 64 per cent of the service jobs were filled by women.

Women enrollees in the Industrial Education Centers have concentrated primarily on practical nursing and cosmetology. It is probable that traditional attitudes as well as lack of educational background have discouraged

many Negro women from seeking to enroll in the various technical and trade classes. A home-service program, with training courses in dietetics, care for shut-ins, child care and home management, was initiated in two centers in 1963-64.

The previous schooling of enrollees in Industrial Education Center trade courses indicates the educational inadequacy of nonwhites. In 1960, the midpoint was 7.5 years of schooling for nonwhite women, 10.3 for white women. Sixty-three per cent of the nonwhite female heads of households had completed 7 years of schooling or less. Only 7 per cent had completed high school. The low educational level is especially damaging among nonwhite female heads of families, since the financial responsibility of the family rests upon them, and earnings are closely related to education.

In October, 1964, all community colleges, Training Institutes and Industrial Education Centers will begin teacher training programs for nonreaders through the completion of the fifth grade. By the end of 1965, each county in the state will have programs available for the adults in their communities from nonreaders through the twelfth-grade level.

To prepare nonwhite women now 25 or over for participation in the expected job expansion, there is immediate need for making vocational training opportunities more accessible and for the active recruitment of women to participate in such training and in that proposed by the Employment Security Commission. Where training specifically requires prescribed prior education, provisions should be made for upgrading the general education of these adults through the state-wide literacy program or the expansion of the adult high school diploma program in co-operation with the State Department of Public Instruction.

Household workers

In considering the status of women in minority groups, it is common to give attention to the opportunities for women who fall into the classifications of skilled, technical, or professional. It is increasingly important that concern be shown for the dilemma in which many Negro women find themselves in the wake of the civil rights movement with its emphasis on equal opportunity in every aspect of life. How does this affect the household worker?

In 1960, the more than 44 per cent of the nonwhite females in North Carolina employed as private household workers had midpoint earnings of $603. This contributes in no small measure to the low per capita income of the state as a whole.

The irregular hours, low benefits, pay, and status of domestic workers, often coupled with a real dislike for household work, add to the frustrations of the Negro female who finds herself caught in this ugly circle. A possible solution to the predicament in which many such workers find themselves may lie in the drive launched by the U. S. Office of Education and the Women's Bureau to upgrade the status, pay, desirability, and dignity of household service. Training schools across the country are

graduating women with certificates authorizing them to use such titles as "Visiting Homemaker" and "Family Dinner Service Specialist." The numbers of such women are still small, and it remains to be seen whether they are pioneers in a new "profession," tomorrow's counterpart of yesterday's maid or cook.

Under the Vocational Education Act and the Manpower Development and Training Act pilot projects are now under way to train women for a variety of domestic-service occupations, including child day-care worker, clothing maintenance specialist, and homemaker's assistant. The homemaking training course should include driver training in order to increase the mobility and employability of the trainee. It has been suggested that domestics increase their wage level by taking such training courses and by insisting on a minimum wage of $1.00 an hour. Such an effort may be successful in relatively prosperous communities and certainly is in the right direction of linking higher wages to increased skill, but individual nonwhite service workers—even with training—are not in a strong position to bargain with employers who can draw from a large pool of competitors.

The difficulty of raising employment standards in domestic work suggests the usefulness of domestic-service agencies—business enterprises which would hire a variety of specialized domestic workers and contract with householders for their services. The agency rather than the householder would be responsible for maintaining standards of performance, setting and paying adequate wages, reporting earnings, withholding income and Social Security taxes. Vocational training for establishing and maintaining such a business would be a valuable addition to the curriculum in industrial education centers.

The Commission is well aware that the upgrading of Negro women workers is a thorny problem, especially for older women whose educational preparation is poor. We hope that the Governor's Good Neighbor Council will continue to give serious thought to this whole range of problems.

Special handicaps of the young

A particularly acute problem also exists for the Negro female worker under 24 years of age. Nationally this group has the highest rate of unemployment of any age-sex-color group. In early 1964, about 30 per cent of all Negro girls aged 14 to 19 in the labor force were unemployed; for young women 20 to 24 years of age, the unemployment rate was 23 per cent of those in the labor force. For both groups the rate of unemployment was three times higher than that of comparable white females.

These problems are aggravated by relatively low levels of educational attainment, and by insufficient opportunity for those who do not go to college to find training resources beyond high school that meet their needs.

Of the 46 private business schools in the state, only four admit Negroes. This restricts the number of young Negro girls who could and would prepare for clerical careers. Work records of students attending Negro high

schools with business education courses indicate that they are not adequately prepared for clerical occupations. Few of the schools offer two years of shorthand. And, in most cases, students who are proficient in typing, have good backgrounds in English and spelling, are encouraged to go to college. With college degrees, these girls are not interested in clerical positions which require only a high school education and pay salaries commensurate to that level of education.

Traditional employment practices in the past have not included placing the Negro high school graduate in white-collar positions such as office clerks, stenographers, typists, data processors, receptionists, telephone operators, and sales personnel. While the picture has changed a little in the past few years, the number of young Negro girls employed in such positions has not been sufficient to provide adequate occupational images and incentives for young women across the state.

In many instances when an employer has agreed to employ a Negro clerical worker, he requests one with qualifications superior to those of his white workers. This, in addition to being unfair to both the Negro and the white worker, is paradoxical, in view of the inadequate facilities and limited experiences to which the Negro has been exposed. The increased burden of "pioneering" in such situations calls for emotional maturity and psychological adjustment for which many young people are unprepared.

It is apparent that many changes are needed in order to use the resources of the young Negro girl in the state—more job opportunities, full access to training schools, more on-the-job training, better prepared teachers, revised school curriculum, more textbooks and training materials with illustrations of dark-skinned as well as white people and with content meaningful to the disadvantaged. The present generation of youngsters is challenged to make a dramatic shift in educational and occupational orientation. To meet the challenge, they need encouragement and adult Negro models who can make the image of opportunity real and justify the educational effort required.

STATUS OF INDIAN WOMEN IN NORTH CAROLINA

In addition to the Negro nonwhite female population of North Carolina, there are, according to the 1960 U. S. Census, 18,800 Indian women and girls: the Cherokees, the Person County Indians, the Haliwas, and the Lumbees (the largest group, with 15,995 females). These women have minority problems which vary with geographical location and other factors. The last three groups have never lived on federal or state reservations, yet they have been generally ostracized from the mainstream of North Carolina society.

No woman's land

There are remaining elements of a three-way racial segregation pattern of white, Negro, and Indian still existing in public facilities such as

schools, hospitals, recreation centers, eating places, barber shops, and churches where the Haliwa, Lumbee, and Person County Indians live. Although improvement has come as a result of civil rights movements, federal court action, negotiation, and voluntary action, many instances of substandard Indian schools, denial of jobs because of race, and the other problems noted above, have continued. The Indian woman has special difficulties in the instance of hospitalization, since there usually are white and Negro facilities but none for Indians. Part of the absurd difficulty of attempting to provide "separate but equal facilities" is illustrated with Indian maternity patients. Such women are likely to be placed in the Negro ward for delivery unless they protest strongly, in which case they may be moved to a room between the Negro and white sections of the hospital.

Very few Indian women have jobs outside their homes. In contrast to Negro women, Indian women are rarely employed as domestic workers. A few Indian women teach in the Indian public schools. A very few are clerical or office workers at Pembroke College or in small Indian business firms in the area. Many of them live in rural areas and share in farming or tenant farming activities with their families.

In some rural areas Indian women still suffer from their minority racial role. In others, however, they have an opportunity to benefit from the services offered by the Agricultural Extension Service. For example, Robeson County has a Home Economics Extension Agent who is a Lumbee Indian. She works with the Indian women and youth in that county and has under her leadership 18 Home Demonstration Clubs and 30 Community 4-H Clubs. On the Cherokee Reservation, another Home Economics Extension Agent works with adults and youths. In some counties—Hoke and Harnett are examples—Indian women are home demonstration club members or have the services of the agents for special meetings. The Indian woman who is a teacher often operates in a professional vacuum. She does not feel welcome at either the white or Negro professional teachers' association. Employment offices are set up to meet the supply and demand for white and Negro workers; but the Indian worker, man or women, is often ignored.

Secretary of Commerce Luther H. Hodges, in 1961, effectively summed up the challenge:

> The forces that bar minorities from employment, decent housing, adequate educational facilities, and social benefits make a shocking contribution to slums and crime and disease. The real economic vigor our economy needs today is not possible as long as one segment of the population has these artificial limits on its freedom and earning power.

RECOMMENDATIONS

The Governor's Commission on the Status of Women recommends that:

I. General

A. Civic, business, and professional organizations adopt an open-door policy and solicit membership from nonwhite women who meet the qualifications.

B. North Carolina Democratic and Republican women's organizations specifically seek women of minority groups to help them participate more fully in the political life of the community and to seek elective and appointive posts at national, state, and local levels.

C. The North Carolina General Assembly enact legislation for

1. An expanded day-care program, including public and private facilities, with the goal of securing enough adequately supervised facilities to provide care for all children of working mothers who need this type of care.
2. Mandatory licensing of all day-care facilities, with standards to be set by the North Carolina Board of Public Welfare.

D. Since minority women from rural areas are evidently not letting their needs be known to public and private social agencies, these agencies should make more effort to reach them and other deprived women through publicity and personal contact to let the services of the agencies be understood. The North Carolina Volunteers, the North Carolina Fund summer group of 100 selected college students, might include this as a specific responsibility in the 6 areas of the state in which they work.

E. For nonwhite families and single women migrating from rural to urban areas, substantial assistance in finding adequate housing and employment, as well as in orienting them to the community's facilities and services, including educational resources, should be provided by the appropriate agencies. Administrative arrangements should be made among counties so that persons needing public assistance and medical care will not suffer from residence requirements.

F. Vocational home economists should be available for full-time work with the disadvantaged, in both rural and urban areas. The home economist can aid mothers of minority families to plan and spend the family income wisely, and to stimulate the mother's interest in making her home more inviting.

II. Education and training

A. Youngsters from families where music, art, books, magazines, even newspapers are scarcely known, should have an opportunity to overcome their great initial handicap in school. The Commission would like to urge groups, such as churches, the Y.W.C.A., community centers, Junior Woman's Clubs, and other civic and philanthropic organizations, to initiate preschool classes and provide volunteer teachers for these culturally deprived children on a community basis. The preschool conducted by the Inter-Church

Social Service group in Chapel Hill in 1964 is an example of the usefulness of such efforts. A major preschool readiness program financed jointly by the North Carolina Fund and the Board of Education in the summer of 1964 in 100 communities should be expanded to many more communities.

B. Free summer school, in the North Carolina public school system, should be available for children who have become retarded through difficulty in adjusting to school.

C. The Department of Public Instruction should encourage local school boards to:

1. Tailor a special curriculum to meet the needs of children from culturally deprived homes and seek to assign smaller teaching loads and superior teachers in underprivileged areas.
2. Review illustrations and contents of textbooks to ensure that they have meaning for all North Carolina students, regardless of racial or cultural background.

D. An expansion of vocational courses for girls is needed to promote opportunities for high school students and graduates to pursue careers in commercial art and design, data processing, sales, and retailing.

E. Every school board in the state should be responsible for seeing that school administrators and officials take a serious look at the curriculum in the predominantly Negro junior and senior high schools and set up courses which would adequately prepare high school girls for employment in office work.

F. The Governor's Good Neighbor Council should specifically encourage business schools to accept for enrollment all persons, regardless of race, who have the potential for clerical careers.

G. In line with the pilot projects now under way sponsored by the Vocational Education Act and the Manpower Development and Training Act, training courses should be set up to improve the proficiency, status, and income of household workers. The North Carolina Fund might support such a project, perhaps under the auspices of the North Carolina Employment Security Commission which offers free placement service at present. Their functions could be expanded to evaluate existing skills, obtain references, and train or retrain where necessary. In addition, an important job of education with employers of domestics must be done in order that they see the justice of paying fair wages for services rendered and of paying Social Security taxes.

H. All mature women who desire further education should be encouraged and given the opportunity through adult extension services. Literacy training for adults should be provided where needed by technical educational centers, community centers, and/or television classes. Adults should have proper guidance and counseling in vocational and educational opportunities to assist them with career decisions.

III. Employment

A. The Governor's Good Neighbor Council continue to work to expand job opportunities in the clerical field for the young nonwhite

female, since this group is grossly under-represented in government, finance, insurance, real estate, public utilities, manufacturing, and transportation.

B. The Department of Public Instruction, the Department of Community Colleges, and ESC disseminate information about occupations and vocational training for Negro women. To achieve maximum incentive effect, graphic and dramatic means should be used, such as films, filmstrips, slides, pamphlets, and photographs in news stories, portraying nonwhite women in various occupations. TV studios and newspapers across the state can play a significant role in projecting these images. State-run publications, radio, and TV can be directed officially to lead the way.

C. Since many of the economic problems of the Negro woman are created by the basic problem of the unemployment of the Negro male, the need is pressing to improve his economic status. It is suggested that the state, in conjunction with the Economic Opportunity Act of 1964, direct a primary effort toward training the Negro male to enable him to move into new job opportunities, so that he can assume his rightful role and responsibility as head of the household.

D. To ensure that Negro women workers benefit from OASDI, the Commission suggests that:

1. The local offices of Social Security Administration and the North Carolina Employment Security Commission join forces to present the facts of the Social Security Old-Age Benefits program, as related to domestic workers, in clear, understandable form to every person placed in a domestic job, and to his or her employer.
2. The North Carolina Council of Women's Organizations or the United Church Women of North Carolina undertake a public service project to educate all North Carolina women about the operations of the Social Security system.

IV. Motion Picture

To implement some of the objectives already outlined, the Commission suggests a film documentary (or TV series) to stimulate and motivate the educational and employment aspirations of young Negro girls. Life stories and backgrounds of Negro women of North Carolina who have had positive achievements through career, home, and family, would serve as models with which a young disadvantaged girl might identify. The Commission urges that the North Carolina Film Board seek funds from private foundations, the state, or the federal government (under the Economic Opportunity Act of 1964, e.g.) to make such a film.

V. Indian Women

Many of the recommendations being made apply also to Indian women, and we recommend that steps be taken to bring them into full participation in civic and community life.

VII.

Women under the Law

Summary

Law is in some ways more and in some ways less important to the status of women than it has been in the past. Regulatory legislation affecting employment and social welfare is increasingly of concern to women and increasingly significant in their lives. Some of this has already been touched upon in the chapter on Women at Work, but is treated here in more technical detail than was possible there. After years of effort, women's civil and political rights are presently well protected by North Carolina law, and the Commission has no recommendation to make on this score.

The "status" of women was once a serious legal problem. In the nineteenth century married women were "dead in the eyes of the law." Although the North Carolina Constitution of 1868 was explicit in its intent to emancipate women's property rights, it was construed for many years by judges who believed in the incapacity of married women, and in the common-law idea that the wife was a chattel. The women of this state worked hard to remove statutory restraints upon them, and were fortunate in the election in 1890 of a Chief Justice of the State Supreme Court, Walter Clark, who was totally sympathetic to women's legal and political equality with men. Over the years discriminations have gradually been removed from the law.

As legal restrictions have diminished, the influence of law upon individual lives has steadily increased. Many areas of life once considered entirely personal have become social concerns to be regulated or affected by federal and state law. The influence of a growing body of law may be seen in almost every chapter of this Report. This chapter deals specifically with legislation which affects women who work, and with the present rights of women under the law.

Labor legislation—wages and hours

The development of industrialization has been accompanied by the growth of a body of state and federal law regulating the employment of women. Some of the major provisions of these laws are discussed below. Detailed and technical information on the subject may be found in sources listed in the bibliography.

1. Federal law

The Federal Fair Labor Standards Act places a floor under the wages of persons engaged in a large number of occupations related to interstate commerce. It also puts a ceiling on the number of hours in a week an employee can work before receiving premium pay (not less than one and a half times the regular rate) for overtime. Generally speaking, it provides for a minimum wage of $1.25 per hour and premium pay for work in excess of 40 hours a week.

The federal requirements do not apply to the wages of people engaged in intrastate work. Moreover, there are exemptions in the federal law for most workers in a number of occupations and industries, including hotels, motels, restaurants, laundries, nonprofit organizations and certain retail establishments.

An equal pay provision was recently added to the Fair Labor Standards Act. It requires employers to pay equal wages within an establishment to men and women doing equal work on jobs requiring equal skill, effort and responsibility which are performed under similar working conditions. This standard does not apply to any employee who is exempt from the minimum wage requirements of the act.

Section 703, Title VII of the Civil Rights Act, prohibits discrimination against women with regard to almost all terms of employment—hiring and firing, pay and promotion, training and apprenticeship—any condition which would tend to affect adversely her status as an employee. Employment agencies may not refer or classify her, labor unions cannot exclude her, on the basis of sex. Effective July 2, 1965, Title VII applies the first year to employers and unions with more than 100 employees, the second year 75, third year 50, and fourth year 25, the permanent minimum number. The Act creates an Equal Employment Commission to negotiate complaints through voluntary employer compliance. The female employee may also go to federal court, where the employer is legally forced to comply.

2. North Carolina law

The basic laws affecting women's employment are the North Carolina Maximum Hours Law of 1937 and the Minimum Wage Act of 1959. The latter provides for a minimum wage of 85 cents per hour. Although it has broader coverage within the state than does the federal law, since it includes intrastate commerce, the North Carolina Minimum Wage Law exempts a great many service and sales occupations in which women pre-

dominate. Although statistics are not available on all the categories of employment exempt from minimum wage coverage, they are available for some and permit an estimate of the minimum number of workers not covered.

Exempt from North Carolina Minimum Wage Law:	Number of Workers, 1960 Female	Male
Persons who have reached their 65th birthday	15,610	43,381
Persons employed in public or private hospitals	23,237	8,699
Persons employed in domestic service	68,692	2,303
Persons employed as farm laborers	20,137	53,668
Establishments employing fewer than 4, not counting husband, wife, son, daughter or parent of the employer*	19,042	38,084

* 38,084 establishments with an estimated 1.5 employees per establishment.

Some other exemptions: Persons employed in public and private nursing homes, in educational and charitable institutions supported primarily by public funds; baby sitters; ushers; doormen; concession attendants and cashiers in theaters; taxicab drivers and operators; students enrolled in school or college and employed on a part-time basis during the school year; employees of boys' and girls' summer camps; persons employed in the sea food or fishing industry on a part-time basis or who normally work and are paid for in the amount of work accomplished; any person receiving tips or gratuities as the principal part of wages.

The initial statement of the Maximum Hour Law is that no employer shall employ a female person for more than 48 hours in any one week or 9 hours in any one day, nor on more than 6 days in any period of 7 consecutive days. The statement is followed by a lengthy list of exceptions. A subsequent section states that no employer shall allow a female employee to work more than 11 hours in any one day or more than 55 hours in any one week. Employers violating the law are guilty of a misdemeanor, and penalties are a fine of not less than ten nor more than fifty dollars ($10-$50) or imprisonment of not more than 30 days. The same penalties apply to violation of the Minimum Wage Law.

North Carolina does not have equal pay legislation. There is considerable evidence of discrimination on the basis of sex in wage and salary rates, which suggest that legislation may be needed if women are not to be exploited.

The chart on page 83 shows how North Carolina compares with other states and with the federal government with regard to minimum wage, maximum hour, and equal pay legislation.

Other labor legislation—wage payment and collection, labor relations, workmen's compensation, health and safety

The Minimum Wage Act provides for investigation of the wages and hours of employees covered by the Act and assistance in recovering unpaid minimum wages, plus interest and court costs, from the employer. The Act does not, however, provide for recovering total unpaid wages or other

Minimum Wage, Maximum Hour, and Equal Pay Laws Affecting Women

	Minimum Wage	Maximum Hours	Equal Pay
Date of first legislation and state(s) in which enacted	1912 Massachusetts	1879 Massachusetts	1912 Michigan Montana
Date of federal legislation	1936	1938	1963
Date of North Carolina legislation	1959	1937	(no law)
Number of states with legislation, as of December 31, 1963	34	43	24
Federal provisions	$1.25 per hour	No maximum, but time-and-a-half after 40 hours	No discrimination on basis of sex
North Carolina provisions	.85 per hour	9 and 11 hours a day 48 and 55 hours a week	(no law)

compensation agreed upon, such as payments for holidays, nor is there any legislation providing for assistance in collecting unpaid wages for employees not covered by the Minimum Wage Act. Many workers, particularly women, not covered by protective legislation are vulnerable to exploitation and need legal assurance that agreed-upon compensation for their work will be paid in full. Accordingly, wage payment and collection legislation has been enacted in 47 states.

Women are affected not only by protective measures and other regulations governing their own employment but also by those affecting their husbands or other wage-earners on whom they depend. Thus, unemployment compensation, workmen's compensation, and other forms of social insurance are important to their security.

North Carolina has an elective rather than a compulsory workmen's compensation law to provide benefits to workers injured on the job. While it provides full medical benefits for accidental injuries, it does not cover occupational diseases. Maximum weekly benefits for temporary total disability are $37.50; 42 states have a higher maximum.

Although matters affecting the health and safety of the work force know no gender, they are clearly of concern to the working woman. Over the last few decades an extensive body of law and regulation has developed in the fields of industrial health and safety, industrial home work, night work, and workmen's compensation coverage and benefits. While detailed recommendations on these subjects, as well as maternity benefits for employed women, are not being made at this time, it is recognized that public policy requires a periodic re-examination of these laws for the protection of the health of the working people of this state.

Social insurance and taxes

1. Federal law

The Federal Old Age, Survivors, and Disability Insurance program, OASDI (popularly called social security), now pays benefits to retired workers and their dependents, to survivors of insured workers, and to the totally and permanently disabled. Coverage has been extended to most of the population. In 1962, OASDI benefits paid in North Carolina amounted to $249,637,000.

Unemployment insurance is provided through a federal-state program under which eligibility and the amount and duration of benefits are determined by state legislation. Unemployment insurance benefits paid in North Carolina in 1962 totalled $35,724,000. North Carolina's Employment Security Law is discussed briefly in Section 2 following.

Federal income tax law allows, in addition to deductions for dependents, a tax deduction for child care (up to $600 for one dependent and up to $900 for two or more dependents, for children under 13 years of age) if the joint income of working wives and their husbands does not exceed $6,000.

2. North Carolina law

Under the Employment Security Law, an unemployed insured worker who has received $550 in wages and has been paid during at least two quarters, is eligible for unemployment compensation, for up to a maximum of 26 weeks. The amount of the weekly benefits varies with the wages paid, but it is no less than $12 nor more than $35 a week. Coverage of the law includes about three fourths of the state's nonagricultural employment. It is estimated that about 185,000 female workers are exempted from employment security coverage.

The North Carolina income tax law allows a married man $2,000 personal exemption. If his wife has an income and files a return she is entitled to an additional $1,000 personal exemption. A married woman living with her husband may, by agreement with him, claim the $2,000 exemption, provided he has a gross income of less than $2,000 during the year. A personal exemption of $2,000 as a head of household may be claimed by an unmarried or legally separated person who maintains a household and supports dependent relatives; by a divorced person having custody of a minor child without alimony or support, or a widow having a minor child. A $300 deduction may be claimed for each qualified dependent. No child-care expenses are deductible.

Civil and political rights

An amendment to the constitution of North Carolina, approved by a referendum held on January 14, 1964, removed provisions requiring differences between men and women in the handling of property rights and rights in the estates of deceased spouses. Conflicting laws and clauses of

laws were repealed. While the extent of the resulting changes in existing statutes will not be known until the provisions of law affected by the amendment are actually revised, the Commission is hopeful that limitations based on sex such as requiring a husband's written consent to his wife's conveyance of her real estate, have now been abolished.

In the case of a legal arrangement known as an estate by the entireties in which real property is conveyed to a husband and wife *as* husband and wife, the husband is entitled to the rents and profits from such estate. The Commission has decided, however, that the provision for an estate by the entireties is advantageous to women in other ways, and is not now recommending any change in this arrangement.

While women are eligible to serve on state juries in North Carolina, they are afforded special exemptions from such service which may encourage them to circumvent their obligations as citizens. As a result, jury composition is not truly reflective of the community.

The law is found in interpretation of the courts as well as in the statute books. The Commission endeavored to discover whether there are categories of decisions in which courts customarily hold to the disadvantage of women. No generalizations on this score appear to be justified. One experienced lawyer commented that in court women seem often to get a good deal more or a good deal less than thay are entitled to, depending upon the impression they make on the jury and judge. This comes back to attitudes of men toward women, which has been the most intractable subject with which the Commission has had occasion to deal.

RECOMMENDATIONS

The Governor's Commission on the Status of Women recommends:

I. To the North Carolina General Assembly

A. Concerning minimum wage legislation,

1. Deletion of the following exemptions to the North Carolina Wage Act of 1959:

a. Any person employed in domestic service or in or about a public or private nursing home for the aged and/or infirm, or in or about all hospitals of every kind and character both public and private, or in an eleemosynary institution primarily supported by public funds;

b. Ushers, doormen, concession attendants and cashiers in theaters;

c. Any person who shall have reached his or her sixty-fifth birthday;

d. Establishments employing fewer than four employees, not counting husband, wife, son, daughter, or parent of the employer.

2. Amendment of the North Carolina Minimum Wage Act to bring it into accord with federal minimum wage legislation.

B. Concerning maximum hours legislation,
   1. Simplification of the present law and uniformity for men and women.
   2. Discouragement of over-time work by requiring payment of premium rates for hours in excess of 40 hours.

C. Concerning unemployment compensation,
   Extension of coverage:
   1. To employees of state and local governments and nonprofit organizations, the latter two at their option;
   2. To employees of small firms (those with three or fewer employees, not counting son, daughter, parent, or spouse of employer) when authorized by federal enactment binding on all the states.

D. Concerning equal pay legislation,
   Enactment of a law by the North Carolina Legislature following the language of the Federal Equal Pay Act of 1963 reading as follows:

   > No employer having employees subject to this Act shall discriminate, within any establishment in which such employees are employed, between employees on the basis of sex by paying wages to employees in such establishments at a rate less than the rate at which he pays wages to employees of the opposite sex in such establishment for equal work on jobs the performance of which requires equal skill, effort, and responsibility, and which are performed under similar working conditions. Provided, that an employer who is now paying a wage rate differential in violation of this Act shall not in order to comply with the provisions of this Act reduce the wage rate of any employee.

E. Appointment of a legislative committee to consider the following:
   1. Regulation of night work, industrial home work, industrial safety and health;
   2. Maternity protection for employed women;
   3. Workmen's compensation coverage and benefits;
   4. Assistance in securing wage payment and wage collection.

F. Concerning North Carolina's income tax law,
   1. An increase in the allowance for dependents to $600.
   2. Provision for claiming a dependent on the basis of several taxpayers' participating in a multiple-support arrangement, e.g., adult brothers and sisters jointly contributing to the support of aged parents.

II. As is true for other states, North Carolina's population is highly mobile and its communities and regions highly variable with respect to economic patterns and resources. Thus, much of what may be needed in the area of protective legislation and social insurance will perforce be the responsibility of the Federal Government, through the Federal Old Age, Survivors, and Disability Insurance program.

Concerning social insurance, the Commission[1] on the Status of Women brings to the attention of the U.S. Senators and Congressmen from North Carolina that it:

1. Endorses the recommendations of the Committee on Social Insurance and Taxes of the President's Commission on the Status of Women that:
   a. An OASDI benefit to a widow should be no less than that which her husband would have received had he lived. Now 82.5 per cent of his benefit, it should be 100 per cent.
   b. A "readjustment" allowance should be paid for a year to a young widow ineligible for other benefits to provide her with temporary support until she can be self-supporting.
   c. A divorced woman should be eligible for a wife's or widow's benefit (if she is 62 or over) on the basis of her previous husband's wage record, provided that they had been married for a substantial period, such as 10 years, and she has not remarried.
   d. A disability benefit should be paid to a woman disabled at the time of her husband's death or thereafter if she did not have time to earn insured status on her own.
   e. Dependent relatives living with a single person at the time of his or her death should be eligible to survivors' benefits if the insured has no dependents, such as parents, to whom benefits are now payable.
2. Proposes, in addition that
   a. An OASDI benefit should be paid to widows with children under age 21 (instead of 18) if the children are enrolled in school.
   b. Children living with their mother or legally adopting mother or receiving support from her at the time of her death or entitlement should be considered her dependents, whether or not she had current earnings or was providing half their support.
3. Recommends a federally established extended benefits program for workers in high unemployment areas who exhaust their state benefits. Such a program is proposed in a draft bill, "Recession Unemployment Compensation Act of 1964" to be brought before the House Ways and Means Committee. The Committee on Social Insurance and Taxes recommends passage of this bill.

[1] One member of the Committee on Social Insurance and Taxes, Dr. Arthur Larson, is currently a member of the Advisory Council on Social Security of the U.S. Department of Health, Education, and Welfare. Because of this official position, he has abstained from endorsing the Committee's specific recommendations regarding the Social Security Act.

Unfinished Business

In its deliberations and in this Report the Governor's Commission on the Status of Women has tried to touch upon the broad outlines of public and private policy which affect the lives of North Carolina women.

To a large extent the problems which now face women are the problems of society in the mid-sixties and are shared by all citizens. There can be no doubt that with the removal of every legal disability, and even if some magic wand could also erase every shred of prejudice, the pattern of women's lives would and should remain different from that of men. Women, as well as men, should seek to achieve conditions which permit each human being full development of whatever potential he or she is born with, to the end that he or she may make a full contribution to a society which can no longer manage with the leadership of a handful of the talented but requires at least a modicum of responsibility on the part of every member.

We hope that the recommendations made here will serve as a spur to private groups, public agencies, the General Assembly, and individual citizens to use what power they have to bring about a climate conducive to such development. The Commission believes that the problems raised here (and others which we have not examined) and the recommendations we have made are sufficiently important to the future of the state to warrant enactment by the legislature of a bill establishing a permanent Women's Advisory Commission which would be responsible for following up on these recommendations and initiating study of new problems as they arise. We should also like to see a member of the Governor's staff designated to be responsible for women's affairs in the state. The goal should be to make the "status of women" an obsolete term.

Without gainsaying the enormity of our problems, we are convinced that great strides can be made when men and women of good will (in which our state abounds) put their minds on some of the things that need doing. We hope this Report will provide the necessary stimulus.

North Carolina Women....

1. Young girls should be encouraged to set their sights high.

1.

2.

2. The attitude and example of the teacher are crucial.

3. Teen-age girls expect to go to work, but few make realistic plans for a career.

4.

4.

4. Thirteen thousand jobs in the state calling for skilled technical and service personnel will go unfilled unless women (and men) start training now.

5. The young Negro needs adult models who can make the image of opportunity real and justify the educational effort required.

6.

6.

6. Adult women in North Carolina have about one year more education than men. Nearly seven per cent of nonwhite women have gone to college compared to five per cent of nonwhite men.

7. The woman who has interrupted her schooling to raise a family needs special counseling and schedules to help her continue her education later in life.

8.

8. Sixty-three per cent of North Carolina women in the labor force (600,000) are married; twenty per cent of these have children under six.

9. Only one space is available in licensed day-care facilities for every 17 pre-school children of working mothers.

10.

10. One hundred eighty-five thousand of North Carolina's working women lack both minimum wage protection and employment security coverage.

11.

11. At all occupational levels in the state, women earn less than men. As operatives, female workers earn $680 a year less than men.

12.

12.

12. Sixty per cent of the state's non-white women are in low-paid service occupations; only two per cent are in white-collar positions.

13. Professional homemaker training combines upgrading the status, pay and dignity of household service with meeting the urgent needs of families who are undergoing domestic crises.

13.

13.

14. Women are active in campaign work, but few run for office or hold policy-making appointive jobs.

15. A recent Piedmont survey indicated that careful food and household buying habits can increase purchase power by 20 per cent.

16.

16. One questionnaire revealed that the average North Carolina volunteer is 50 years old or more, married, with children, not gainfully employed, in an above-average income bracket, and that she spends 20 to 59 hours a month in three or four kinds of voluntary jobs.

THE GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

STATE OF NORTH CAROLINA

November 24, 1964

The Honorable Terry Sanford
Governor of North Carolina
Raleigh, North Carolina

Dear Governor Sanford:

The Governor's Commission on the Status of Women has the honor to submit its Report.

In the thirteen months that have elapsed since your executive order establishing this Commission, we have examined what seemed to us to be the primary areas of concern with respect to the lives of North Carolina women. Time has not permitted as detailed an examination as we would have liked, but we hope that the questions raised here and the recommendations made will lead to further analysis and to action.

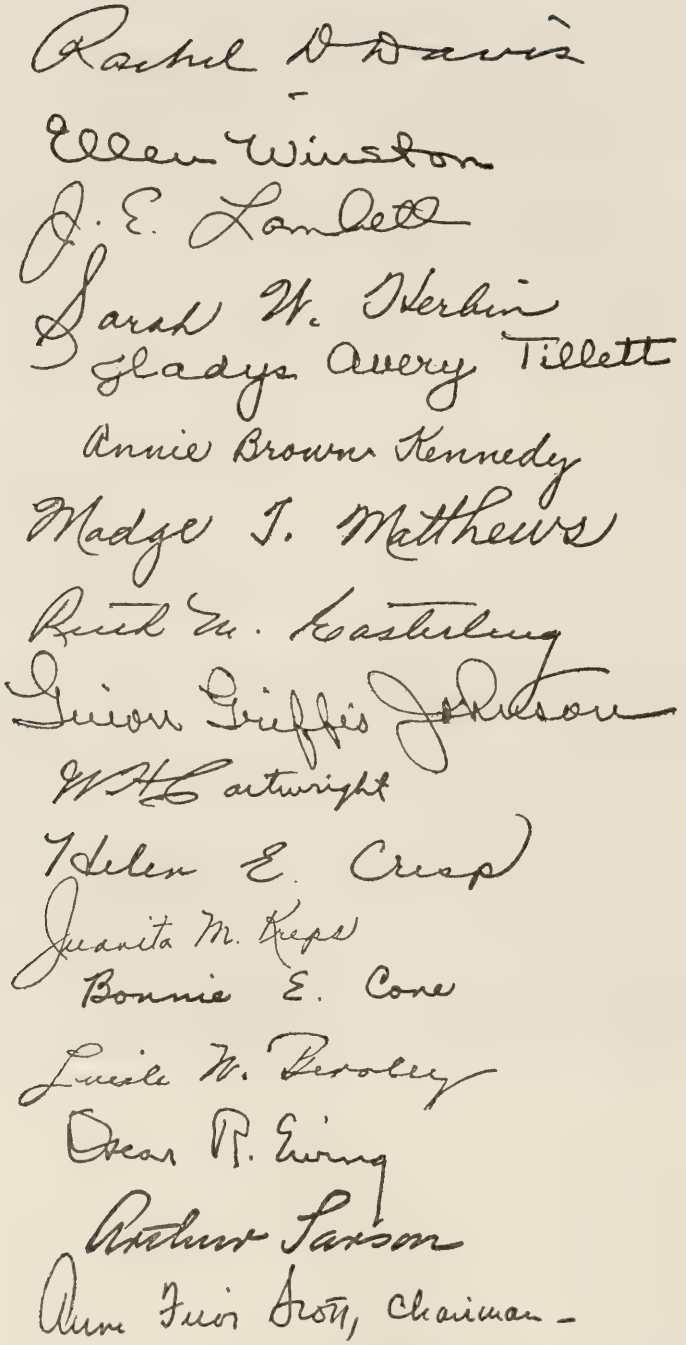
We are grateful to the many people who have aided this Commission as committee members, consultants, and advisors. Our thanks are also due to the Department of Administration and to your staff.

It is our belief that the recommendations contained in this Report, if acted upon by public and private groups, will not only improve the status of women in North Carolina but will improve the quality of life for all our citizens.

Respectfully,

Anne Firor Scott

Anne Firor Scott, Chairman



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Due to illness E. McArthur Currie was not able to read and sign the final Report. He records himself as being "in full accord with the Commission's work" up to the time of his illness.

Acknowledgments

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